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U.S. DEPARTMENT OF COMMERCE
Economic Development Administration



EDA RESEARCH REVIEW

1977

EDA RESEARCH REVIEW 1977

Office of Economic Research
Economic Development Administration



U.S. DEPARTMENT OF COMMERCE
Juanita M. Kreps, Secretary

Robert T. Hall
Assistant Secretary
for Economic Development



TO THE READER

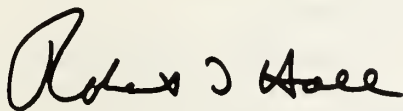
In fulfilling its research mandate, the EDA research program concentrates upon theoretical, policy, and operational issues. With such a combined approach, the interests and needs of EDA and a very diverse set of other organizations, agencies, and individuals of both the private and public sectors are met.

The EDA Research Review describes current research effort of the Office of Economic Research. The major objective of the Review is to disseminate information on EDA research products to organizations, agencies, and individuals concerned with economic development. This information can assist in creating an ever broader dialogue on critical issues in economic development.

The types of EDA research projects and activities undertaken are a mirror image of current economic development issues, and some projects, hopefully, anticipate issues likely to be critical in the future. The types of projects undertaken include data collection and data collection methodologies, analysis, policy studies, dissemination, and training. Examples of the areas of study include rural and urban economic development, economic development planning and strategy formulation in places such as neighborhoods and States, and human, physical, and fiscal resources development.

Approximately two-thirds of the research projects that are eventually funded by EDA are initiated internally; however, EDA welcomes unsolicited research proposals. Persons interested in submitting such proposals should contact the Office of Economic Research in order that the proposals might be reviewed at an early stage.

EDA Research Review 1977 briefly describes research projects either completed or newly funded by EDA in fiscal year 1977. Section XIV of the Review describes how copies of specific reports may be obtained. We are interested in any comments on the Review and how it might be improved. More importantly, we are interested in and receptive to any suggestions on potential research projects or the dissemination of existing research products.



ROBERT T. HALL

*Assistant Secretary
for Economic Development*

WASHINGTON, D.C.

Winter 1977-1978

RESEARCH MANDATE

The research program of the Economic Development Administration (EDA) is authorized by Section 301(c) of the Public Works and Economic Development Act of 1965, as amended (PL 89-136). Specifically:

To assist in the long-range accomplishment of the purposes of this Act, the Secretary, in cooperation with other agencies having similar functions, shall establish and conduct a continuing program of study, training, and research to (A) assist in determining the causes of unemployment, underemployment, underdevelopment, and chronic depression in the various areas and regions of the Nation, (B) assist in the formulation and implementation of national, State, and local programs which will raise income levels and otherwise produce solutions to the problems resulting from these conditions, and (C) assist in providing the personnel needed to conduct such programs. The program of study, training, and research may be conducted by the Secretary through members of his staff, through payment of funds authorized for this section to other departments or agencies of the Federal Government, or through the employment of private individuals, partnerships, firms, corporations, or suitable institutions, under contracts entered into for such purposes, or through grants to such individuals, organizations, or institutions, or through conferences and similar meetings organized for such purposes. The Secretary shall make available to interested individuals and organizations the results of such research.

Persons desiring further information about ongoing research projects or wishing to discuss potential research projects should contact:

Director, Office of Economic Research
Economic Development Administration
U.S. Department of Commerce, Room 6018
Washington, D.C. 20230
Telephone: (202) 377-3241

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Section I

REGIONAL ECONOMIC DEVELOPMENT STUDIES

A. PRESENT AND FUTURE CONTEXT OF REGIONAL ECONOMIC DEVELOPMENT

Project: THE CHANGING CONTEXT OF REGIONAL ECONOMIC DEVELOPMENT: THE DISTRIBUTION OF WORK AND RESIDENCE IN THE UNITED STATES

Principal Investigators: Larry C. Ledebur and Carol L. Jusenius

Project No.: 99-7-13332 (OER-524-G-76-13)

Duration: June 1976 to June 1977

Amount: \$45,212

Monitoring Agency: EDA — Office of Economic Research

Subject: The research findings of this project provide an assessment of current economic development conditions and trends among regions. A series of four monographs examining regional economic growth patterns has been produced:

- (1) A Myth in the Making: The Southern Economic Challenge and Northern Economic Decline, by Carol L. Jusenius, Department of City Planning, Ohio State University, and Larry C. Ledebur, then of Department of Economics, Denison University, November 1976.

The relative economic decline of the Northeast and the contrasting economic growth of the "Sunbelt" recently have been the focus of attention in the media and in political forums, and the manner in which information has been reported on the economic positions of these two regions is unfortunate. This paper examines the comparative rates of economic growth as well as the economic disparities between the two regions.

It is evident that, by almost any measure used, the Northern Industrial Tier still possesses a significant lead in the level of economic development both in aggregate and per capita terms. It is also evident that the Northern Tier States presently confront serious economic difficulties because of lack of economic growth.

The improving economic performance of the Sunbelt-South indicates only that the wide economic disparities between the two regions are diminishing to some degree.

An implicit and often explicit premise of public policy in the United States has been to attempt to redress the imbalance in the distribution of economic welfare among regions by reallocating Federal expenditures. However, the claim that the Northern industrialized States should now benefit from a reallocation of Federal program expenditures which diminishes the flow to States in the South is not supported unequivocally by the evidence.

The regional economies of the United States are highly interdependent; therefore, a balanced and carefully conceived approach which mitigates economic distress within regions and harmonizes national growth is essential.

- (2) Federal and Regional Responses to the Economic Decline of the Northern Industrial Tier by Carol L. Jusenius and Larry C. Ledebur, April 1977.

This report, published as an EDA monograph, discusses the current debate on relative regional welfare. The authors present arguments for three propositions: (1) data do not support the view that the economic problems of one region are more serious than those of another; (2) States within regions exhibit as wide a range of variation in the nature and dimensions of their economic problems as the regions themselves; and (3) unemployment is more serious in the North while poverty is the primary problem in the South.

The authors argue that the rate of growth of the national economy, the lack of a U.S. regional development policy, and the small percentage of Federal Government expenditures spent on regional economic development problems are more important than the current allocation of Federal funds issues.

- (3) Issues in the Economic Development of Nonmetropolitan United States by Larry C. Ledebur, January 1977.

This report presents a brief discussion of current issues in the fields of rural and regional economic development. The topics discussed include: causal factors for the decline of rural America; rural poverty; the role of the market in economic development; policy orientations in regional economic development; the goals of economic development; balanced growth; and the changing context of rural economic development.

- (4) The Economic Development Context of Population Distribution Issues, by Larry C. Ledebur, January 1977.

This study reviews the postwar literature on residential preferences and the reasons why people and families migrate from one place to another. The review places population distribution within the context of public efforts to shape national and regional growth. The recent reversal of population flow from rural to urban areas is examined. The physical and social characteristics of places of residence which influence preferences are summarized, as well as the different preferences of persons by age, income, education, and other social indicators. Evidence on factors influencing the actual decision to migrate is presented along with an examination of the difference between expressed preference and the actual place of residence. The implications for the future rate and distribution of population growth are also presented.

Status: All four studies are available from NTIS:

- (1) A Myth in the Making: The Southern Economic Challenge and Northern Economic Decline, NTIS # PB 263 631, Price Code A04, 52 pp.
- (2) Federal and Regional Responses to the Economic Decline of the Northern Industrial Tier, NTIS # PB 267 779, Price Code A02, 22 pp.
- (3) Issues in the Economic Development of Nonmetropolitan United States, NTIS # PB 267 313, Price Code A03, 28 pp.
- (4) The Economic Development Context of Population Distribution Issues, NTIS # PB 269 177, Price Code A03, 41 pp.

Project: CONFERENCE ON ALTERNATIVES TO CONFRONTATION: A NATIONAL POLICY TOWARD REGIONAL CHANGE

Performing Organizations: The Lyndon Baines Johnson Library and the School of Public Affairs of the University of Texas

Principal Investigators: Walt W. Rostow and Victor L. Arnold

Project No.: 99-7-13396 (OER-587-G-77-34)

Duration: July 1977 to January 1978

Amount: \$50,000

Monitoring Agency: EDA — Office of Economic Research

Subject: A national conference entitled "Alternatives to Confrontation: A National Policy Toward Regional Change," held in Austin, Texas, September 1977, addressed principal issues of interregional economic rivalry confronting the Nation. Conference objectives were to:

- Separate fact from fiction regarding what is known about the state of regional change;
- Identify major regional change-related problems and provide insights into the resolution of these problems;
- Provide a forum for elected officials and other policymakers to portray their perceptions and concerns about regional change; and
- Focus on national policy alternatives which would reduce interregional economic conflicts.

The conference format called for two separate sessions. The first session, attended by prominent academic and technical personnel in the fields of regional and national economic development, highlighted informational gaps pertinent to policy analysis. During this session ten commissioned papers were presented to elicit comment and discussion:

"Historical Patterns of Regional Change from the Mid-19th Century to the Present," by Jeffrey Williamson, University of Wisconsin

"Changing Regional Demographic Patterns: 1940 to Present," by Peter Morrison, Rand Corporation

"Regional Shifts in Economic Base and Structure: 1940 to Present," by William Miernyk, West Virginia University

"Regional Differences in Factor Costs: Capital, Labor, Land and Transportation," by David Birch, Massachusetts Institute of Technology

"Regional Variations in State and Local Revenues and Expenditures," by Roy Bahl, Syracuse University

"Regional Impacts of Federal Expenditures and Intergovernmental Aid," by George Peterson, Urban Institute

"The Role of Energy in the Regional Distribution of Economic Activity," by Irving Hoch, Resources for the Future

"Regional Variations in Metropolitan Growth and Development," by Charles Leven, Washington University

"Regional Variations in Rural Characteristics and Problems," by Kenneth Deavers, U.S. Department of Agriculture

"Relationships of Public Service Needs to Economic Development Patterns," by Robert Lineberry, Northwestern University

The final two days of the conference consisted of public sessions which reflected regional responses to the implications of change and regional policy alternatives as presented by elected and appointed government officials and technical experts. The major presentations during these sessions include:

"The North: Perspectives on Regional Change," by Hugh L. Carey, Governor, State of New York

"The Middle West: Perspectives on Regional Change," by James R. Thompson, Governor, State of Illinois

"The Southern Rim: Perspectives on Regional Change," by Robert W. Scott, Federal Co-chairman, Appalachian Regional Commission

"The West: Perspectives on Regional Change," by David L. Boren, Governor, State of Oklahoma

"A National Policy Toward Welfare Reform and the Reduction of Poverty," by F. Ray Marshall, Secretary, U.S. Department of Labor

"A National Policy for Full Employment," by W. W. Rostow, University of Texas at Austin

"A National Policy Toward Energy," by Carroll Wilson, Workshop on Alternative Energy Strategies and Massachusetts Institute of Technology

Status: The first session will be published as a textbook on regional change and development and the public session as proceedings. These publications will be available in early 1978.

Project: CONFLICTS IN FEDERAL SUBNATIONAL DEVELOPMENT PROGRAMS: AN ANALYSIS WITH RECOMMENDATIONS

Principal Investigator: Harold F. Wise

Project No.: 99-7-13310 (PF-502)

Duration: December 1975 to March 1976

Amount: \$8,753

Monitoring Agency: EDA — Office of Economic Research

Subject: This study, commissioned on behalf of the National Public Advisory Committee on Regional Economic Development (NPAC), is concerned with the identification and description of basic policy and administrative conflicts among Federal programs affecting regional development.

The final report contains pertinent observations and specific policy and program recommendations. Among the observations made in the report, the following are the most significant:

- Conflict between and lack of effective coordination of Federal programs are caused by the wide range of regional development program objectives, approaches, and recipients;
- Some of the overlap and conflict among Federal programs can be attributed to the single-purpose, functionally organized committee structure of the Congress; and
- There is no specification of the role of individual governmental units—cities, counties, districts and States—in the development process, especially with regard to program administration, planning requirements, and the commitment of resources.

The report recommends:

- The preparation of an annual report on regional economic development which would focus on regional development needs and assess the differential impact of Federal programs and policies on present and future growth and decline of regions, cities, and rural areas;
- A comprehensive, multiagency research program that would focus on conflicts among Federal programs, their basic causes, and remedial actions needed to eliminate or reduce them;

- The restructuring of Regional Commissions and their integration with Federal Regional Councils;
- The development of regional capital improvement programs, updated annually; and
- Joint agency work programs and funding.

Status: Completed and report available: Conflicts in Federal Subnational Development Programs: An Analysis with Recommendations, NTIS # PB 256 266, Price Code A09, 182 pp.

Project:

- (1) PRELIMINARY REVIEW OF INTERNATIONAL AND NATIONAL TRENDS RELEVANT TO U.S. DOMESTIC POLICY: 1980-2000
- (2) THE UNITED STATES AND ITS REGIONS: A FUTURES STUDY—1980-2000

Performing Organization: Hudson Institute

Principal Investigator: Herman Kahn

Project No.:

- (1) 99-7-13354 (OER-547-G-76-31)
- (2) 99-7-13367 (OER-560-G-77-10)

Duration:

- (1) September 1976 to January 1977
- (2) February 1977 to October 1977

Amount:

- (1) \$40,089
- (2) \$109,984

Monitoring Agency: EDA — Office of Economic Research

Subject: The first phase, "Preliminary Review of International and National Trends Relevant to U.S. Domestic Policy: 1980-2000," of this two-part project centers on defining basic alternative scenarios for the U.S. future, 1980-2000. With respect to international contexts, this first phase is limited to review and adaptation of analysis conducted over the past decade under the auspices of the Hudson Institute Futures program. Emphasis is placed on building a data base for defining domestic implications of evolving U.S. global roles—political, economic, technological, and cultural.

The definition of alternative national trends draws intensively on prior Hudson Institute work, but also entails new analyses. The primary objective is to

develop provisional estimates of major foreseeable developments in the U.S. economy and society to the year 2000.

The second phase of this project, "The United States and Its Regions: A Futures Study—1980-2000," will result in the development of a one-volume study on major U.S. trends and alternative forecasts for the 1980-2000 period oriented toward the knowledge needs of planners and other public officials at the Federal, State and local levels.

The product of this phase will center on identification and analysis of major regional and other subnational dynamics that comprise—or their average is treated as comprising—national trends. The study will approach analysis of trends in these areas with two objectives: (1) to improve the quality of generalization at (and about) the national level; and (2) to provide State and local planners with conceptual models and, to a lesser extent, quantified data for the purpose of improving their understanding of the locally significant range of possibilities (including "counter-trends" from the national perspective) and the place of the local situation and prospect in larger contexts.

Status: The first phase of the project is completed and the study is available through NTIS: The Future of the U.S. and Its Regions: National Trends and Influences, NTIS # PB 265 144, Price Code A17, 380 pp. The second phase will be completed in early 1978.

Project: PLANNING FOR REGIONAL ECONOMIC DEVELOPMENT

Performing Organization: Massachusetts Institute of Technology

Principal Investigator: Karen Polenske

Project No.: 99-7-13351 (OER-544-G-77-14)

Duration: March 1977 to March 1978

Amount: \$40,000

Monitoring Agencies: EDA — Office of Economic Research and the Federal Railroad Administration

Subject: This project facilitates data and model development and some application of a multiregional input-output model (MRIO). The current research, which is being funded jointly with the Federal Railroad Administration, focuses especially on applications such as the study of transportation and energy

policies and their impact on employment and income in regions.

The project calls for a general research program in which members of the project staff will work with staff members of the U.S. Department of Commerce and the U.S. Department of Transportation and with representatives of one or more States to determine the way in which MRIO and related techniques can be used in economic planning.

Work on this project includes:

- A literature survey to determine the theories, techniques and models that have been proposed for use in economic planning, with special emphasis on those that relate to general regional development or to employment, energy, and transportation policies;
- The extension or modification of this MRIO to assist States in using the model for economic planning;
- An investigation of the use of graphic techniques within the analytical framework of input-output;
- Modifications and reorganizations of the existing data banks for effective use in assisting regional planning groups; and
- Empirical analysis of selected research topics to show the States how the MRIO model and related techniques can be utilized.

Status: Work is underway.

Project: REGIONAL DEVELOPMENT AND THE CHANGING INDUSTRIAL ENVIRONMENT

Performing Organization: Harvard-M.I.T. Joint Center for Urban Studies

Principal Investigator: John E. Jackson

Project No.: 99-7-13352 (OER-545-G-76-29)

Duration: September 1976 to November 1977

Amount: \$111,937

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this research is to construct a conceptual and analytic framework within which changes in industrial and market structures can be investigated and related to public policy.

The project will examine the three following topics:

- Public and private incentives that influence location decisions of large manufacturing firms;
- Changes in industry costs structures affecting location patterns and the industrial environment. The researchers will provide an in-depth analysis of location of plants in the pulp and wood products industry; and
- Consequences of selected public policy initiatives on changes in the industrial environment of a region.

The output of this project will be a set of papers that will suggest select policies and programs that may aid regions experiencing structural change.

Status: The project is scheduled for completion in early 1978.

Project: REGIONAL MODELING OF THE INDUSTRIAL AND INCOME DISTRIBUTIONAL CONSEQUENCES OF POLICY-INDUCED AND SECULAR CHANGE

Performing Organization: Institute for Demographic and Economic Studies, Inc.

Principal Investigator: Steven Dresch

Project No.: 99-7-13382 (OER-575-G-77-20)

Duration: March 1977 to March 1978

Amount: \$50,000

Monitoring Agency: EDA — Office of Economic Research

Subject: Changes in Federal programs, such as a decrease in military expenditures, a revision of tax law, or a change in imports, can have significant effects on regional economies. To trace the effect of such changes, EDA sponsored the initial development of IDIOM (Income Determination Input-Output Model). The present effort is adding specifications that should remove several restrictive assumptions about economic behavior and make the model more useful for policy simulations.

Current developments are:

- A household model is being designed capable of identifying the short-run income distributional impact of various economic developments;

- Procedures are being developed by which aggregative projects of future macroeconomic conditions, derived from independent econometric forecasting models, can be utilized; and
- The regional model currently incorporated in IDIOM is being redesigned and reestimated to reflect prevailing patterns of differential regional growth and to permit the simulation of the consequences of alternative regional development policies.

Status: A final report for the grant period ending in fiscal 1977 has been completed. This report, entitled *Assessing the Regional Economic Consequences of Alternative Federal Policies*, outlines the following improvements in the model structure. First, the power of the existing model was enhanced by the conversion of the imbedded input-output matrix from a total to a domestic output base, permitting explicit incorporation of changes in import supplies and international trade flows. Secondly, the model was updated from 1970 to 1973 with full calibration to the 1973 national income account control totals.

Finally, user routines were substantially revised to incorporate user supplied data and to facilitate more efficient selection of model results. These routines are described in a new user's manual.

Assessing the Regional Economic Consequences of Alternative Federal Policies, NTIS # PB 272 875, Price Code A05, 77 pp. (99-7-13227.2)

IDIOM II: A User's Manual, NTIS # PB 272 876, Price Code A06, 107 pp. (99-7-13227.2)

CROSS-REFERENCE

See also:	Page
Human Resource and Regional Economic Development	24
A Literature Review on Selected Issues of Labor Markets and Regional Development	25
A Proposal for a Development Bank for the United States	29
The Effect of Federal Countercyclical Policies on Regional Economies	31
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B. REGIONAL STUDIES

Project: AN ECONOMIC DEVELOPMENT STRATEGY FOR THE NORTHEASTERN UNITED STATES

Performing Organization: Academy for Contemporary Problems

Principal Investigators: Ralph R. Widner and Her-
rington Bryce

Project No.: 99-7-13364 (OER-557-G-77-7)

Duration: January to August 1977

Amount: \$100,524

Monitoring Agency: EDA — Office of Economic Research

Subject: The Northeastern economy faces many secular and cyclical problems. At present there is no institutional mechanism that can formulate and implement a coordinated development program for this region, nor is there an overall consensus on the actions that should be undertaken to alleviate the Northeast's economic problems.

EDA has contracted with the Academy for Contemporary Problems to formulate a study design for a program of economic development research, planning and action for the Northeastern United States. This eight-month study will also identify an institutional mechanism under whose auspices this program can be carried out. This study design will review all major past, present, and anticipated studies on this subject and will identify the elements of future work that should be undertaken, the sequencing of this work, and the costs that can reasonably be expected.

EDA has funded the Northeastern Development Council to provide policy and technical guidance for this study. This Council is composed of public and private leaders from the Northeastern United States.

Status: The final report entitled Revitalizing the Northeastern Economy has been received. It is available from the Academy for Contemporary Problems and from NTIS: NTIS # PB 275 368, Price Code A12, 267 pp.

Project: CONFERENCE OF LEGISLATIVE LEADERS FROM THE NORTHEASTERN STATES ON "REGIONAL GROWTH AND FEDERAL POLICIES: AN ASSESSMENT OF RESPONSIBILITIES"

Performing Organization: New York State Senate

Principal Investigators: Roger C. Thompson and Leonard Cutler

Project No.: 99-7-13302 (OER-494-G-76-2)

Duration: October 1975 to April 1976

Amount:

EDA—\$15,150

EPA—\$15,000

Monitoring Agencies: EDA — Office of Economic Research and the Environmental Protection Agency

Subject: The objective of the commissioned papers, conference, and subsequent dissemination procedure were:

- To assist State legislators in the region in their efforts to become informed in regard to growth policy alternatives which they will face over the next decade; and
- To delineate the positive role that State legislatures can play in developing effective Federal-State cooperation in policy formulation and implementation of related growth strategies.

The titles and authors of the commissioned papers delivered at the conference of legislative leaders, held December 11-13, 1975, are as follows:

"Planning for Balanced Growth," by Maurice Lamontagne

"The Northeast Isn't What It Used To Be," by William H. Miernyk

"Economic Maturity—Choices and Costs," by James M. Howell

"Balanced Growth for the Northeast: Is It Possible?," by Ralph R. Widner

"Stimulating Growth: Government Can Only Go So Far," by Anthony Downe
 "Government and the Industrial Climate," by John A. Murphy
 "The Southern Experience," by William L. Bowden
 "Encouraging Regional Investment," by Carl Spielvogel
 "Forecasts for the Northeast," by Charles B. Warden

Status: The proceedings of the conference, including all of the above-listed papers, were published in April 1976 under the title *Balanced Growth for the Northeast*, NTIS # PB 255 930, Price Code A09, 199 pp.

Project: LEGISLATIVE ACTION FOR SURVIVAL IN THE CREDIT MARKET

Performing Organizations: The Steering Committee of Legislative Leaders for Balanced Growth for the Northeast, the New York State Senate, and the Council for Northeast Economic Action

Principal Investigator: Roger C. Thompson

Project No.: 99-7-13379 (OER-572-G-77-18)

Duration: February to May 1977

Amount: \$12,000

Monitoring Agency: EDA — Office of Economic Research

Subject: A symposium addressing the issues of low industrial investment in the Northeast and the poor creditworthiness of Northeastern States and local governments was held in Boston, February 10-11, 1977. The symposium participants identified credit problems faced by select private and public borrowers in the Northeast and reviewed actions that could possibly be taken to ameliorate their distress. The proceedings of the symposium focused on credit markets and financial resources. Papers stressed capital needs of the Northeast, ranging from creating investors' confidence in the region and steps that States and municipalities should take to avert financial collapse to the importance for public and private collaboration in achieving a climate for investment.

The proceedings of the symposium are entitled *The Northeast: Managing a Way Out*, and include the following:

"Preface," by Roger C. Thompson, Secretary, New York State Senate
 "The Northeast: Managing a Way Out," by James M. Howell, First National Bank, Boston
 "The New Realism—The Imperative for Private and Public Collaboration," by John R. Silber, Boston University
 "The Competition for Capital: Public and Private Wants and Resources Over the Next Decade," by John Petersen, National Governors' Conference
 "Capital for Government—How Much for the Northeast?" by Amos T. Beason, Morgan Guaranty Trust Company
 "Capital for Industry—The Bottom Line," by J. Squier Reimer, First Boston Corporation
 "The Volkswagen Case: A Contribution to Northeast Economic Recovery," by Milton J. Shapp, Governor, Pennsylvania
 "The Corporate View: Long-Range Problems, Short-Term Stability," by Siegfried Hohn, Volkswagenwerk AG
 "Legislative Evaluation of Large-Scale Industrial Development Projects: The VW Experience," by William Hutchinson, Pennsylvania General Assembly, and Raymond Pepe, House Minority Caucus Economist
 "Positive Steps for Managing a Way Out," by Warren M. Anderson, New York State Senate
 "Public Debt in the Northeast: The Limits on Growth," by Ronald Forbes, Alan Frankle, and Christopher Carter, State University of New York—Albany

Status: The proceedings have been published in *The Northeast: Managing a Way Out—Legislative Actions for Survival in the Credit Markets*, NTIS # PB 270 118, Price Code A08, 115 pp.

Project: PLANNING FOR CHANGE: THE CASE OF NEW YORK STATE—A STATEWIDE CONFERENCE

Performing Organization: Center for Social Analysis, State University of New York at Binghamton

Principal Investigator: Benjamin Chinitz

Project No.: 99-7-13350 (OER-543-G-76-27)

Amount: \$10,000

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this project was to finance a conference on the public policy implications of population and economic changes in New York State and in the Northeast.

The conference focused on fiscal, demographic, employment and energy trends in New York State, and on the policy and strategy alternatives available to the State and the Northeastern region.

Status: The conference was held in Binghamton on November 8-9, 1976, and the proceedings are published in *The Decline of New York in the 1970's: A Demographic, Economic, and Fiscal Analysis*, NTIS # 269 570, Price Code A10, 204 pp. Papers included in this publication are:

"New York State's Transition to Stability: The Demographic Outlook," by Peter A. Morrison, Rand Corporation

Discussants:

Calvin Beale, U.S. Department of Agriculture

John E. Smith, New York State Economic Development Board

"Energy and the Northeast," by William Miernyk, West Virginia University

"Manufacturing Employment in New York State: The Anatomy of Decline," by Benjamin Chinitz, State University of New York at Binghamton

Discussants:

Herbert Bienstock, Bureau of Labor Statistics, U.S. Department of Labor

Pat Choate, Economic Development Administration, U.S. Department of Commerce

"Implications for State Policy," by Alan K. Campbell, then of Syracuse University

"The Long-Term Fiscal Outlook for New York State," by Roy Bahl, Syracuse University

Discussants:

Robert Lindsay, New York University

Harold Hochman, City University of New York

Dennis Dugan, U.S. General Accounting Office

"The New York City Fiscal Crisis," by Dick Netzer, New York University

Panel Discussion on "Outlook for the Northeast"

Panelists:

Peter Bearse, Princeton University

Roger Bolton, Williams College

Norman J. Glickman, University of Pennsylvania

"The Northeast States in the Context of the Nation," by Daniel H. Garnick, Bureau of Economic Analysis, U.S. Department of Commerce

Project: DESIGNING AN ECONOMIC DEVELOPMENT STRATEGY FOR THE GREAT LAKES REGION

Performing Organization: Academy for Contemporary Problems

Principal Investigator: Ralph R. Widner

Project No.: 99-7-13380 (OER-573-G-77-19)

Duration: February to October 1977

Amount: \$129,369

Monitoring Agency: EDA — Office of Economic Research

Subject: For the purposes of this study, the Great Lakes Region consists of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. This six-State region has participated as a core area in the industrial revolution almost from its beginning, and consequently, it has dominated a number of basic industries until the past decade. Now it faces some very troublesome problems of transition because of three basic shifts in our national economy:

- A structural change as the Nation shifts into what some have called a "post-industrial" economy;
- A spatial shift as industry, services, and population disperse away from this old core area into other sections of the country; and
- A resource shift as the energy and resource-rich regions of the country acquire significant comparative advantages over regions that must import energy and resources and as actual constraints in energy and resource supplies undercut the old advantages this region once possessed.

This study is scheduled to:

- Establish a study team under the general guidance of the Council for Great Lakes Action, which is appointed by the Governors of the six States;
- Insure close coordination and consultation with the six States during every phase of the study through a State Coordinator on the study team;
- Identify and interview public and private organizations in the six Great Lakes States which have carried out relevant analysis and research on the economic development problems of the region;
- Interview appropriate public and private leaders in the region concerning the issues, problems, and alternative solutions which they wish to see pursued in an economic development strategy for the region;
- Survey and assess the relevant research on the regional economy and prepare a bibliographical file;
- Identify and evaluate alternative organizational arrangements for carrying out a regional economic development strategy in the Great Lakes region, with particular attention to means for improving cooperation between the public and private sectors;
- Identify the principal public and private organizations in the region with the capabilities to aid in implementing a regional economic development strategy;
- In cooperation with the Committee for Great Lakes Economic Action, outline the most feasible alternative institutional arrangements for interstate economic development cooperation among the Great Lakes States, including the pros and cons of each alternative;
- Identify the principal economic development problems and opportunities in the Great Lakes region that should be addressed in the economic development strategy;
- Identify the sequencing and timing for addressing these issues under the proposed regional economic development strategy;
- Estimate the costs for each of the elements in the strategy; and

- Determine which individuals or institutions have the strongest capabilities for carrying out each of the elements.

Status: An overall summary report containing these findings and recommendations has been submitted to the six States and the EDA Office of Economic Research for review.

Project: CONFERENCE ON "THE FUTURE OF THE SOUTH'S ECONOMY"

Performing Organization: Southern Growth Policies Board

Principal Investigator: E. Blaine Liner

Project No.: 99-7-13353 (OER-546-G-76-30)

Duration: August 1976 to February 1977

Amount: \$50,000

Monitoring Agency: EDA — Office of Economic Research

Subject: The conference on "The Future of the South's Economy" held in Boca Raton, Florida, in December 1976, addressed itself to the principal issues confronting the South over the next decade. Its objectives were to assess the present state of the economy of the region, identify its major growth-related problems, provide insights into the resolution of these problems, and to forecast, in general terms, the future of the Southern economy. The conference was also designed to generate a commitment on the part of Federal, State, and local governments, as well as the private sector, for the resources and participation needed to achieve balanced regional growth.

The following papers were delivered at the conference and/or were incorporated in the final report:

1. "The South and the Nation"—a summary of the conference by Reubin O'D. Askew, Governor of Florida and Chairman of the Southern Growth Policies Board.
2. "The Changing Structure of the Southern Economy," by William H. Miernyk, West Virginia University.
3. "Financing the South's Economic Expansion," by Charles F. Haywood, University of Kentucky.
4. "Energy for the Growing South," by Russell L. Howard, Phillips Petroleum Company.

5. "Income Distribution in the South," by Madelyn M. Lockhart, University of Florida.

Also included in the final report were:

- Remarks by Herman Kahn, Director of the Hudson Institute, on "The Future of the South's Economy."
- Address to the Conference by Elliot L. Richardson, then Secretary of Commerce.

Status: The papers cited above are available in *The Future of the South's Economy*, NTIS # PB 268 469, Price Code A11, 238 pp. A book incorporating the entire proceedings and commentaries has been published by Seeman Printery, Division of Fischer-Harrison Corporation, and is entitled *The Economics of Southern Growth* (\$12.00).

Project: SOUTHERN DEVELOPMENT PROJECT

Performing Organization: Southern Growth Policies Board (SGPB)

Project No.: 99-7-13353.1 (OER-546-G-77-13)

Duration: January to December 1977

Amount: \$165,000

Monitoring Agency: EDA—Office of Economic Research

Subject: The South is experiencing both significant economic growth and sensitivity to downturns in the national economy. Much of its growth in the past decade has placed noticeable strains on the public infrastructure of the region and has introduced a number of structural changes similar to those that propelled older industrialized regions through periods of growth and dislocation. Southern leaders, through the SGPB, have perceived the need for interaction among the highest levels of the region's business, educational and governmental sectors to develop the necessary policy and administrative capabilities to understand and cope with the causes and implications of regional economic trends.

The objective of this study is to institutionalize the difficult and multifaceted task of properly guiding balanced regional growth. It is a design study that will identify, define and detail the approaches to be taken by the Southern States, individually and in concert, to achieve a balanced growth without undue

environmental or fiscal stress. The study is a follow-up of the EDA-funded conference in December 1976 on "The Future of the South's Economy," which focused on the key regional issues that must be faced in the next decade.

Specifically, the study will:

- Recommend research, legislation and programs focused on State and regional action to guide present and future development;
- Identify the institutions that should participate in the developmental effort and define the pattern and extent of their participation;
- Select principal investigators and other participants in the overall effort;
- Prepare work flow and time schedules for maximum team efficiency and cooperation among all work elements;
- Estimate all manpower requirements and costs, and identify funding sources, and
- Organize meetings, workshops, and conferences, as appropriate, for maximum dissemination of information and to encourage involvement of a wide range of institutions and people.

Status: An initial draft of this study design has been received and is presently being reviewed.

Project: A STUDY DESIGN FOR THE HIGH PLAINS DEVELOPMENT PROJECT

Performing Organization: Resources for the Future, Inc. (RFF)

Principal Investigator: Kenneth Frederick

Project No.: 99-7-13319 (OER-511-G-76-3)

Duration: March to July 1976

Amount: \$37,900

Monitoring Agencies: EDA — Office of Economic Research and the High Plains Development Council

Subject: The High Plains area can be defined roughly as the Texas and Oklahoma panhandles, western Kansas, western Nebraska, eastern Colorado, and northeastern New Mexico.

This region has a low and sporadic rainfall that generally averages 14 inches annually. Parts of this area have suffered wind erosion, the most notable case being the dust storms of the 1930's. Extensive

well drilling into the Ogallala ground water formation of the High Plains was begun about 15 years ago, and consequently a widespread and highly productive irrigation system was established. However, this irrigation is proceeding at a rate at which much more water is being removed than is being restored.

As roughly defined by BEA economic areas, the High Plains contains about one percent of the U.S. population and produces some five percent of the national agricultural income. Since High Plains agriculture tends to be livestock supportive, the region produces about 40 percent of the Nation's fed beef. The area contains approximately 23 percent of the Nation's total irrigated cropland. With increasing world food demands, the predicted declines in agriculture in the region will have significant potential impacts that could have national implications. It is clear that agricultural expansion based on use of water from the Ogallala aquifer cannot continue much longer. Moreover, existing levels of water use cannot be maintained for more than one or two decades without new resources of water, which studies suggest would be extremely expensive to provide.

Irrigated agriculture is now the basis of much of the economic activity of the High Plains area, and any abrupt reduction in water use forced by a depletion of ground water supplies would result in great economic and social disruption within the region. Remaining ground water stocks provide the region with time to plan for the adjustments that inevitably must be made to the changing water supplies. It is important, however, that a viable development strategy be formed and implemented as soon as possible. As the water tables decline and the investments and production dependent on this water rise, the alternatives are narrowed and the risks of major economic and social disruptions are increased.

As a first phase for developing a strategy for the High Plains' problem, the Resources for the Future study design project performed the following:

- Identified relevant research underway or completed on the problem;
- Recommended the structure, scope, cost and timing for, as well as the participants in, a study that would formulate one or more strategies for the future development of the High Plains region; and
- Suggested a mechanism under whose auspices this study and work could be undertaken.

This study design has provided the basis for:

- The formation of the High Plains Development Council, with representatives from each of the six States;
- A statement of work for the High Plains Project; and
- Authorization by the Congress for an extended study of this problem, with funding up to \$6 million (PL 94-587—October 22, 1976).

Status: The study design, entitled A Study Design for the High Plains Development Project, was completed by Resources for the Future in July 1976. The RFP was advertised in early 1978, and the contract will be awarded by mid-1978.

CROSS-REFERENCE

See also:	Page
The Changing Context of Regional Economic Development: The Distribution of Work and Residence in the United States	1
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Section II

STATE ECONOMIC DEVELOPMENT STUDIES

Project: STATE ECONOMIC RESOURCE PLANNING

Performing Organization: Council of State Planning Agencies (CSPA)

Principal Investigators: Robert Wise and David Hartley

Project No.: 99-7-13360 (OER-553-G-77-4)

Duration: December 1976 to November 1977

Amount: \$163,766

Monitoring Agency: EDA — Office of Economic Research and Office of Planning and Program Support

Subject: Planning for economic development has become a practice of growing importance for most State governments in the past several years. Recognizing the growing role of State and local governments in the economic development process and the need to develop State and local planning capabilities further, EDA has provided grant assistance to these governmental units.

Under terms of this grant, CSPA (1) has prepared 16 research papers on institutional and technical aspects of State economic development planning, and (2) will disseminate to economic planning practitioners the pertinent information and techniques identified in these papers.

The papers are as follows:

Fundamentals of State Planning

1. History of State Planning—An Interpretive Commentary. This paper will examine the historical development of State planning in the U.S.
2. Concepts of State Planning. This analysis will examine the alternative conceptual frameworks for State planning,

ranging from comprehensive planning to growth management and policy formulation.

3. Evaluation of State Planning. This is a survey of the goals, possibilities, and problems of evaluating the effectiveness of State planning.
4. The Legal Basis for State Policy Planning. This will examine the legal basis for State planning, including enabling legislation and executive orders for each State.

Intergovernmental Strategies

5. State Urban Development Strategies. This will catalog, describe, analyze, and evaluate State policy, regulatory and administrative roles in boundary delineations, tax base sharing, municipal financing, and jurisdictional responsibility in higher education, recreational facilities, pollution control, water supply, and transportation.
6. State Rural Development Strategies. Existing rural development programs, institutional capacities, and intergovernmental roles will be surveyed and assessed and policy recommendations will be made.
7. State/Federal Intergovernmental Planning Strategies. This will outline and evaluate a number of conceptual frameworks within which intergovernmental planning operates and make recommendations.

8. State Strategies for Multi-State Organizations. This is essentially an historic review of the different types of multi-state regional compacts and organizations and is to contain recommendations for mobilizing regional organizations as part of the States' economic development strategies.
9. State Strategies for National Economic Policy. This paper explores the impact of national economic policy on State planning activities.

Techniques of State Planning

10. Statewide Policy Instruments. This paper identifies the range of State policy instruments.
11. Techniques of Public Involvement. Tools and techniques of public involvement will be identified.
12. Financial Planning for State Government. The strengths and weaknesses of various State financial planning and management approaches will be analyzed.
13. State Economic Modelling. This study will provide guidelines to assist States in the selection, development, and application of the various types of State economic models.
14. Intergovernmental Data Issues. Selected issues in economic data collection and utilization in State economic development planning will be discussed.
15. State Economic Resource Planning: Four State Examples. Four case studies of State economic planning are presented.
16. State Planning in Action: Proceedings of CSPA Regional Meetings, Fall, 1976. Proceedings of the 1976 CSPA fall regional meeting.

Status: All 16 reports are available from CSPA as its "State Planning Series." The Series costs \$65.00 and the CSPA address is: Hall of the States, 444 North Capitol St., Washington, D.C. 20001. The reports will also be available from NTIS.

Note: Economic Development Through State Planning, by David K. Hartley, is presently available from NTIS: NTIS # PB 259 241, Price Code A04,

53 pp. This report, prepared in August 1976, is an assessment of the patterns and problems of State and local economic development and planning activities.

Project: THE ROLE OF STATE LEGISLATURES IN STATE ECONOMIC DEVELOPMENT

Performing Organization: LEGIS 50/The Center for Legislative Improvement

Project No:

(1) 99-7-13366 (OER-559-G-77-9)

(2) 99-7-13366.1 (OER-559-G-77-40)

Duration: December 1976 to December 1977

Amount:

(1) \$150,000

(2) \$ 16,000

Monitoring Agency: EDA — Office of Economic Research

Subject: In a few States, the powers to legislate and govern parallel the division of powers, authorities, and responsibilities of the Federal Government. However, in most States the legislative bodies possess unique strengths and in effect are primary forces responsible for many of the legislated and operational decisions made by State government.

In recognition of the wide variations that exist among States and the unique potential that exists for the positive involvement of State legislatures in the formulation and implementation of State economic development programs, this institutional-capacity building project was funded to:

- Identify the alternative roles that State legislatures play in the economic development process in State government;
- Identify specific recommendations on actions that EDA and the Federal Government can take to achieve quantitative and qualitative improvements in the involvement of State legislatures in economic development policy formulation and implementation at the State level; and
- Conduct an informational and consultative workshop on the results of this conference with State legislative leaders.

Status: This project is currently underway. The final report is expected in early 1978.

Project: STATE STRATEGIES FOR COORDINATING LOCAL COMMUNITY AND ECONOMIC DEVELOPMENT IMPLEMENTATION

Performing Organization: Council of State Community Affairs Agencies (COSCAA)

Principal Investigators: Joseph S. Marinich and William A. Bivens

Project No.: 99-7-13390 (OER-582-G-77-29)

Duration: October 1977 to March 1978

Amount: \$13,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This study is designed to identify the key factors that are involved in current State government efforts to coordinate community and economic development functions, particularly as they relate to the implementation of overall statewide economic development strategies. In addition to providing immediately useful products, the study process and results will provide a basis for setting an agenda for a more comprehensive examination of such State efforts in the future.

The study will focus on the identification and analysis of the function, resources, and relationships involved in State efforts to coordinate development activities at the State and local levels; both the current and potential State roles will be reviewed. The impact of selected EDA programs on these efforts will be considered. The study will give particular attention to the State-local relationship in the establishment and implementation of priorities and goals for development. Some products of a current research project by the Council of State Planning Agencies, "State Economic Resource Planning," may be appropriate for this phase of the inquiry and will be incorporated as appropriate.

Five to seven States which have State departments of economic and community development, or equivalent agencies housing both functions, will be selected for case studies. The purpose of the case studies is to obtain in-depth information necessary to the performance of the overall project, such as the various ways in which State agencies contribute to the State, substate, district, and local capacities to implement overall statewide economic development strategies in concert with community development strategies. State-local and State-district linkages provided by State agencies will be investigated. Also, the case

study agencies will be asked to identify significant factors, such as the problems and successes they have had, in any attempts to link housing and community development strategies with economic development strategies. The suggested case study States are Colorado, Delaware, Maryland, North Carolina, Ohio, Tennessee, and Wyoming.

There are now 18 States that have organized community and economic development strategies into a single executive agency. Although there is significant variation in these agencies' designs, the basic impetus for this type of organization has been the realization that the two sets of activities are directly related.

Status: A technical advisory committee has been formed by mutual agreement of COSCAA and EDA to bring additional services to the performance of this grant. This technical advisory committee has met once. The basic study procedure is in motion and periodic progress reports will be forthcoming. Five hundred copies of the final report will be distributed through COSCAA and EDA.

Project: IMPACT MEASURES FOR MANPOWER AND ECONOMIC DEVELOPMENT

Performing Organization: Urban Institute

Principal Investigators: Harry Hatry and Richard Winnie

Project No.: 99-7-13357 (OER-550-G-77-1)

Duration: January to November 1977

Amount: \$13,839

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this project is to develop improved impact measures of economic and manpower activities of State governments.

The study will provide:

- A field test of selected procedures.
- Preparation of a report that can be used by State development officials.

Status: This project is available from NTIS: Jobs and Earnings for State Citizens: Monitoring the Outcomes of State Economic Development and Employment and Training Programs, NTIS # PB 273 698, Price Code A08, 159 pp.

Project: STATE PARTICIPATION IN THE
WHITE HOUSE CONFERENCE ON BAL-
ANCED GROWTH AND ECONOMIC DEVEL-
OPMENT

Performing Organization: National Governors' Con-
ference* Center for Policy Research and Analysis

Principal Investigators: Joanne Doddy Fort and
Don Lief

Project No.: 99-7-13410 (OER-598-G-77-41)

Duration: October 1977 to February 1978

Amount: \$175,000

Monitoring Agency: White House Conference on
Balanced National Growth and Economic Devel-
opment

Subject: The National Governors' Conference
(NGC) was selected to organize, coordinate, and
guide State participation in the White House Con-
ference. Specifically, it has assumed the responsibil-
ity for providing Governors who may wish to hold
State meetings with organizational and coordinative
support and also for aiding them in identifying po-
tential participants for the White House Conference
itself.

The NGC will, in addition, prepare a consolidated
report of the advisory group reports and each of the
individual State reports which will comprise a sec-
tion of the "White Paper" document for the national
conference.

Status: The tasks assigned were completed before
the White House Conference, which was held in
Washington, D.C., January 29 through February 2,

* The National Governors' Conference was renamed the
National Governors' Association in September 1977.

1978. EDA prepared two research reports for the
White House Conference. These papers are available
from the Office of Economic Research and are:
Energy: The New Economic Development Wildcard,
by Shirley P. Burggraf of Florida A & M University,
and The Purposes of Balanced Growth, by William
Alonso of Harvard University.

CROSS-REFERENCE

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Planning for Change: The Case of New York State—A Statewide Conference	8
A Series of Papers on the Formulation of an Urban Economic Development Policy and Program Development Strategies	19
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Section III

URBAN ECONOMIC DEVELOPMENT STUDIES

Project: CONFERENCE ON CENTRAL CITY ECONOMIC DEVELOPMENT

Performing Organization: Center for Social Analysis, State University of New York at Binghamton

Principal Investigator: Benjamin Chinitz

Project No.: 99-7-13411 (OER-599-G-77-42)

Amount: \$15,251

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this project was to finance a conference on central city economic development at the State University of New York at Binghamton. This conference follows up an earlier EDA-sponsored symposium held at the Center in November 1976 on the public policy implications of population and economic changes in New York.

The present conference focused on trends in central city employment, the current problems of and prospects for future growth, Federal, State, and municipal initiatives, and the policy and strategy alternatives available for economic development of the Nation's central cities.

Status: The conference was held in Binghamton, October 17-18, 1977, and the proceedings will be published in early 1978. Papers to be included in the publication are:

"Postwar Trends in Employment," by Benjamin Chinitz, Center for Social Analysis, State University of New York at Binghamton

"The Changing Structure of Jobs in 'Older' and 'Younger' Cities," by Bennett Harrison and Edward Hill, Massachusetts Institute of Technology

"Cities and National Economic Growth," by Melvin A. Mister, U.S. Conference of Mayors

"Urban Is Our Middle Name: HUD's Role in Central City Development," by Donna E. Shalala, U.S. Department of Housing and Urban Development

"Federal Tax Policy and Urban Development," by George E. Peterson, The Urban Institute

"EDA's Urban Economic Development Initiatives," by Victor A. Hausner, Economic Development Administration, U.S. Department of Commerce

"Urban Economic Adjustment Strategies: The State Role in Michigan," by Waino H. Pihl, Office of Michigan's Changing Economy, Michigan Department of Commerce

"Revitalizing the Central City," by Richard G. Hatcher, Mayor of Gary, Indiana

"Strategic Issues in Local Economic Development," by Dale E. Hiestand, Graduate School of Business, Columbia University

"Community Based Development in Urban Areas," by Stephan Michelson, Center for Community Economic Development

"The Role of the City in the Regional Economy," by James E. Peterson, National Council for Urban Economic Development

"The Scope for Local Governmental Action," by Gail G. Schwartz, Academy for Contemporary Problems

"The White House Conference: A Preview," by Theodore Lane, White House Conference on Balanced National Growth and Economic Development

Project: THE EFFECT OF THE QUALITY OF MUNICIPAL SERVICES ON CENTRAL CITY DECLINE AND MIDDLE-CLASS FLIGHT

Performing Organization: Harvard University

Principal Investigator: Martin T. Katzman

Project No.: 99-7-13349 (OER-542-G-76-26)

Duration: September 1976 to September 1977

Amount: \$78,772

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this project is to construct a conceptual and analytical framework within which the effects of the decline of municipal services in central cities can be investigated.

The study will examine neighborhoods in several central cities of metropolitan areas that have undergone abrupt changes in the quality and cost of municipal services.

In the conduct of this project an intensive review of relevant literature will be conducted and scrutinized as part of the project's final report.

Status: The draft of the final report has been received and is being reviewed. The final report should be available from NTIS by early 1978.

Project: A CONCEPTUAL PAPER ON THE RELATIONSHIPS BETWEEN TRANSPORTATION AND ECONOMIC DEVELOPMENT

Performing Organization: Gladstone Associates

Principal Investigator: Robert Witherspoon

Project No.: 99-7-13412 (PF-600)

Duration: September to October 1977

Amount: \$8,500

Monitoring Agency: EDA — Office of Economic Research

Subject: This conceptual paper includes suggested policy, program, and/or administrative initiatives for EDA's use. Topics addressed are:

- Ways transportation can enhance urban economic development;
- Present and prospective assistance policies and programs of the Urban Mass Transit Administration (UMTA) and the Federal Highway Administration (FHA);
- Previous programs and projects of UMTA and FHA;

- Local transportation planning practices; and
- Possible policy, program, and administrative initiatives.

Status: Final report received: Transportation and Urban Economic Development, NTIS # PB 275 562, Price Code A07, 135 pp., and Transportation and Urban Economic Development (Technical Appendices), NTIS # PB 275 563, Price Code A07, 148 pp.

Project: CAPACITY INVENTORY OF URBAN WATER AND WASTE WATER

Performing Organization: Oklahoma Foundation for Research and Development Utilization

Principal Investigator: Gordon Pulliam

Project No.:

(1) 99-7-13297.1 (OER-489-G-76-16)

(2) 99-7-13297.2 (OER-489-G-77-24)

Duration:

(1) October 1975 to October 1976

(2) October 1976 to October 1977

Amount:

(1) \$79,500

(2) \$85,500

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this project is to establish an inventory of the Nation's urban water and waste-water facility capacities at a level of detail that is new and significantly useful to EDA in gauging part of the longer-term development needs of the country and possibly in allocating countercyclical public works funds.

The grantee will assist EDA in maintaining a water and waste-water supply data file for each city of 2,000 population and over, consisting of city name, county, population served, plant design capacities, average daily use and treatment plant characteristics. From this basic data, per capita use rate, the percent of the plant capacity that is presently being used, the remaining capacity that is available for economic growth, the number of months that the population could continue to grow at past rates before additional capacity would be needed, and a rough estimate of the cost of needed new capacity are presented.

Status: The data collection and processing effort is complete, paving the way for installation of this

product in EDA's information system and the publishing of the data in convenient form. Products will be available from NTIS in early 1978.

Project: LITERATURE REVIEW AND POLICY RECOMMENDATIONS PERTAINING TO URBAN ECONOMIC DEVELOPMENT

Performing Organization: Urban Institute

Principal Investigators: Peter Greenston and Carl E. Snead

Project No.: 99-7-13326 (OER-518-G-76-8)

Duration: March to May 1976

Amount: \$20,157

Monitoring Agency: EDA — Office of Economic Research

Subject: This study is a review of the literature on urban economic development and provides background information pertinent to assessing EDA's role in the economic development of urban areas.

The review offers insights into the issues and problems in urban economic development which may call for public policy responses, e.g., mismatch of existing labor force and the patterns of industrial expansions, declining commercial activity, fiscal disparities, intrametropolitan differential growth, deteriorating public infrastructure, deficient public services and inadequate transportation network to accommodate existing and projected patterns of commutation.

Status: Report completed May 1976: A Select Review of Urban Economic Development: Observations, Issues, Strategies, and Assessments, NTIS # PB 257 403, Price Code A07, 136 pp.

Project: URBAN PLANNING ASSESSMENT, RESEARCH AND DISSEMINATION PROJECT

Performing Organization: National Council for Urban Economic Development (CUED)

Project No.: 99-7-13397 (OER-586-G-77-33)

Duration: July to December 1977 (First Phase)

Amount: \$60,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This is the first phase of a 12-month assessment, research and dissemination effort to assist the urban recipients of EDA Section 302(a) planning grants. The overall objective of the project is to help develop a coordinated development approach that will effectively relate public programs, such as manpower training and community and economic development, to private-sector- and neighborhood-sponsored activities to achieve self-determined community goals.

The project will essentially:

- Outline a conceptual framework delineating the major components of comprehensive urban economic development planning;
- Collect and assess innovative development planning programs, strategies, and tools;
- Prepare a series of five papers outlining major concepts and issues associated with urban economic development planning; and
- Disseminate through publications and workshops pertinent research findings to urban development practitioners at the local, State, and Federal levels.

Status: The initial phase, focused on assessment of the accomplishments and needs of urban recipients of EDA planning grants, will be completed by early 1978. The second phase, focused on the issues papers and dissemination, will be undertaken, if funded, during the following six months.

Project: A SERIES OF PAPERS ON THE FORMULATION OF AN URBAN ECONOMIC DEVELOPMENT POLICY AND PROGRAM DEVELOPMENT STRATEGIES

Principal Investigator: Mark B. Urben

Project No.: 99-7-13414 (PF-601)

Duration: October to December 1977

Amount: \$5,000

Monitoring Agency: EDA — Office of Economic Research

Subject: EDA's proposed activities for future years are being developed along the lines of specific initiatives. One of these initiatives is concerned with urban economic development. The purpose of the

proposed project is to develop a series of papers dealing with:

- The formulation of an urban investment strategy and implementation guidelines. This task will require a study of existing Federal programs and roles in the area of urban economic development with particular attention to EDA's current role and resources. The study will delineate EDA's future role within the context of a coordinated urban investment strategy, outlining Agency resources, goals and objectives, programs, development priorities, and performance measures for evaluation. Consequently, this study could result in the drafting of program guidelines to implement this strategy.
- An analysis of the special economic development problems of inner cities. This task will concentrate on identifying the underlying causes of the economic distress of inner cities; what role EDA can undertake to address these problems; how to promote public-private participation in the development of inner cities; and how EDA can promote a coordinated strategy for inner-city development with State and metropolitan levels of government.
- Private sector involvement and the citizen participation process. Given the urban investment strategy developed in the tasks above, this task will investigate methods, programs, and resources to leverage private sector investment in the development of urban areas. It will also describe the interrelationships and interdependence of the private sector, the public sector, and citizens at large in the development process. It will delineate what each sector can provide and discuss the importance of each sector sharing in the establishment of goals and the formation of the overall development process.
- Intergovernmental cooperation at all levels with special emphasis on State and metropolitan relationships. This paper will concentrate on the need to build, strengthen, and expand the institutional infrastructure of urban economic development processes.

It will recommend ways to include the States in the planning and implementation of programs, how the States can cooperate with metropolitan and local institutions by providing forms of technical and financial assistance, and how all levels can participate in and contribute towards a coordinated urban investment strategy.

Status: This project is underway and will be completed in early 1978.

Project: THE PROVISION OF RESEARCH AND POLICY DEVELOPMENT ASSISTANCE TO THE OFFICE OF POLICY DEVELOPMENT, EDA

Performing Organization: The Urban Institute

Principal Investigator: Harvey A. Garn

Project No.: 99-7-13413 (OER-601-G-77-43)

Duration: October 1977 to May 1978

Amount: \$88,900

Monitoring Agency: EDA — Office of Economic Research and Office of Policy Development

Subject: Assistance is to be provided by the Urban Institute under three phased tasks:

- Provision of assistance to the Director, Office of Policy Development, in developing policy and program initiatives, concept papers, and other policy-related material;
- Preparation of a report discussing how different urban economic development strategies (policy and program packages) can be linked to different kinds of urban areas; and
- Preparation of a report relating the results of the preceding analysis to a national urban growth policy.

Status: In process.

Project: COMMUNITY AND NEIGHBORHOOD ECONOMIC DEVELOPMENT POLICY

Principal Investigator: Jeanne M. McFarland

Project No.: 99-7-13398 (PF-571)

Duration: June to July 1977

Amount: \$4,735

Monitoring Agency: EDA — Office of Economic Research

Subject: To better understand the nature of the economic circumstances and potential for development of neighborhoods characterized by socioeconomic decline, this project has been designed to:

- Identify problems common to inner-city neighborhoods, e.g., location relative to the central business district, aged and deteriorating structures, deficient public infrastructure, and lack of employment opportunities;
- Classify the range of problems and potentials for development; and
- Formulate a framework for the development of a public policy for the economic development and revitalization of inner-city neighborhoods.

Status: The study has been completed; it constituted the core research underlying the EDA policy

initiative for neighborhood economic development. The study is not available for external distribution.

CROSS-REFERENCE

See also:	Page
Conference on Alternatives to Confrontation: A National Policy Toward Regional Change	2
State Economic Resource Planning	13
A Comparison of the Industrial Location Processes in the United States and the United Kingdom	36
Handbook for Urban/Rural Economic Development, Planning, and Implementation	42

Section IV

RURAL ECONOMIC DEVELOPMENT STUDIES

Project: DETERMINANTS AND IMPLICATIONS OF NONMETROPOLITAN GROWTH SINCE 1970

Performing Organization: The Rand Corporation

Principal Investigator: Peter A. Morrison

Project No.: 99-7-13321 (OER-513-G-76-5)

Duration: April 1976 to November 1977

Amount: \$119,094

Monitoring Agency: EDA — Office of Economic Research

Subject: The revival of growth in nonmetropolitan areas and its consequences to economic development programs are of importance to EDA. This study will provide an in-depth analysis of post-1970 nonmetropolitan demographic trends and trace their probable economic effects on EDA-designated areas. This study will identify policy options which may enable the Agency to improve its responsiveness to changing demographic trends and development potentials in nonmetropolitan areas.

The study concentrates on four principal topics:

- Among areas served by EDA, the project will identify population trend shifts since 1970 and specify the socioeconomic composition of these shifts;
- The demographic structure of the population changes underway in areas served by EDA;
- For selected areas in which flows of migration have undergone a marked shift, the project will identify spatial dynamics and likely determinants of change; and
- The probable economic and social policy implications of the revival of nonmetropolitan growth on the EDA mission.

Two sources of data are now available which greatly enhance the understanding of the post-1970 demographic trends for counties, multicounty regions and for municipalities within counties.

These are:

- Migration tallies available from the Bureau of the Census; and

- The 10-Percent Social Security data available from the Bureau of Economic Analysis (BEA).

The former consists of standard county-level demographic data, showing total population change and distinguishing its two demographic components—natural increase and net migration for 1960-1970 and 1970-1974 estimated changes for nonmetropolitan counties.

The latter source is special tabulations from the Social Security 10-Percent Continuous Work History Sample (CWHHS), covering the period 1971-1973, and is specifically for county-level analysis of migration and labor force trends.

The project's final output will consist of a series of working papers and a final report incorporating all the research findings, recommendations for legislative action, and possible EDA strategies.

Status: The project is scheduled for completion in early 1978.

Project: RURAL WATER AND WASTE-WATER DEVELOPMENT NEEDS, IMPACTS, AND POTENTIALS

Performing Organization: National Rural Water Association

Principal Investigator: John H. Montgomery

Project No.: 99-7-13363 (OER-556-G-77-6)

Duration: October 1976 to October 1977

Amount: \$39,900

Monitoring Agency: EDA — Office of Economic Research

Subject: This study will provide a rural component which, together with the ongoing Oklahoma Foundation "Evaluation of Water and Waste-Water Capacities Related to Economic and Industrial Development" for cities over 2,000 population, will give EDA an overall assessment of the water and waste-water facility needs of the Nation.

The National Rural Water Association is a recently-funded group. Its objective is to build a nationwide organization to help meet the water supply and waste-water treatment facility needs of those living in rural areas and small towns.

The work program of this study will:

- Identify, assemble, and utilize available data on rural water and waste-water facilities from Federal agencies, Regional Commissions, and State water associations;
- Determine the current development capacity and the impact on rural economic development of the smaller rural water and waste-water systems;
- Analyze the financial, legal, and institutional restraints faced in expanding the capacity of rural water systems to service industrial growth;
- Conduct case studies in two States to determine significant relationships among economic development efforts by local, State and Federal agencies underway in rural areas and the existence and capacity of rural water systems; and
- Prepare and submit a final report describing the results of the work elements and containing specific policy and program recommendations for EDA's consideration regarding its rural water and waste-water facility investment policies.

Status: In process.

Project: RURAL DEVELOPMENT POLICY STUDY

Performing Organization: Mountain West Research, Inc.

Principal Investigators: James Chalmers, Michael Greenwood, and Michael York

Project No.: 99-7-13408 (PF-596)

Duration: August 1977

Amount: \$9,105

Monitoring Agency: EDA — Office of Economic Research

Subject: The primary purpose of this study is the preparation of a rural development policy paper for EDA. The study should assist EDA in deciding how to spend its monies for rural development and should contribute to improved coordination of EDA's rural investments with those of other Federal agencies.

Status: The final report has been received and is being reviewed by EDA.

CROSS-REFERENCE

See also:	Page
The Changing Context of Regional Economic Development: The Distribution of Work and Residence in the United States	1
Conference on Alternatives to Confrontation: A National Policy Toward Regional Change	2
Handbook for Urban/Rural Economic Development, Planning, and Implementation	42

Section V

HUMAN RESOURCES DEVELOPMENT STUDIES

Project: HUMAN RESOURCE AND REGIONAL ECONOMIC DEVELOPMENT

Performing Organization: EDA — Office of Economic Research

Principal Investigator: Paul V. Braden, Editor

Subject: The chapters in the forthcoming book entitled Human Resource and Regional Economic Development are original compositions or modifications of papers already published or about to be published. The various papers integrated into a whole represent contributions to the critical subject of human resource and regional economic development. The editor is pursuing the common practice of bringing original and previously-published works together in order to shed light on a larger subject; it is hoped that this approach will provide an additional mechanism whereby the Office of Economic Research can disseminate research products to the individuals and organizations at the regional, State, and local levels charged with the implementation of economic development activities.

The book is divided into three parts. Section I examines the setting within which economic and human resource development occurs. Section II examines the organization and implementation of human resource and regional economic development programs. Section III is concerned with human resource information systems and the establishment of interface between these systems and regional economic development policy.

A theme which recurs throughout the book is that certain improvements can take place in the short-run through a better understanding of the two development processes by those concerned with training labor market participants, actual and potential, and by those concerned with hiring them. Particular attention is given to the notion that an increased level of collaboration depends upon the involvement of key persons at the various decisionmaking, planning, and implementation levels, and that this involvement, in turn, depends on the recognition of some mutual benefits. That is, the trade-offs must become evident before any meaningful level of collaboration can take place.

Status: This document is in the final stage of preparation. Publication and dissemination is anticipated in 1978. The chapters in the book will include:

“Regional Economic Development and Human Resource Requirements” by Larry C. Ledebur

“Labor Market Considerations in Economic Development Planning” by David W. Stevens

“State Planning for Economic and Human Resource Development” by David K. Hartley

“Outcome Measurement of State Economic Development Programs” by Richard Winnie

“Public Policy Options to Encourage Investments in Central Cities” by Peter Libassi and Victor A. Hausner

“Vocational Education and Economic Development” by Francis T. Tuttle and Arch B. Alexander

“Human Resource Information Systems for Regional Economic Development” by Paul V. Braden

“Employment Projection Methods and Applications in Planning Human Resources Development” by David W. Stevens

“Human Resources Supply Forecasting” by Larry C. Ledebur

“Follow-up: What Happens After Training” by Krishan K. Paul

Project: THE DEVELOPMENT OF LOCAL AND REGIONAL LABOR MARKET ECONOMETRIC FORECASTING MODELS

Performing Organization: Arizona State University

Principal Investigator: Carol Taylor

Project No.: 99-7-13329 (PF-521)

Duration: July 1976 to December 1977

Amount: \$60,000 — EDA; \$120,000 — DOL

Monitoring Agency: U.S. Department of Labor, Employment and Training Administration; EDA is on the Technical Advisory Committee

Subject: In a joint effort, the Employment and Training Administration of the U.S. Department of Labor and EDA have funded Arizona State Univer-

sity to develop a technique to generate information on projected job demand and manpower supplies for local labor markets.

Specifically, the study will:

- Develop an econometric model, which is cyclically sensitive and is generally applicable to all local labor market areas, of the local economy;
- Estimate the model for six specified types of local areas, including EDA districts;
- Make projections of labor demand and supply for these local areas under various assumptions regarding national economic conditions for a period of one to three years into the future; and
- Simulate the economic impact on these local economies of specified public policy alternatives.

Status: In process; publications will be available through NTIS in early 1978.

Project: A LITERATURE REVIEW ON SELECTED ISSUES OF LABOR MARKETS AND REGIONAL DEVELOPMENT

Principal Investigator: David Stevens

Project No.: 99-7-13317 (PF-509)

Duration: April to August 1976

Amount: \$1,900

Monitoring Agency: EDA — Office of Economic Research

Subject: This project produced a selective review of the literature concerning the relationship of labor markets to regional economic development.

The monograph produced by this project presents:

- Recommendations on the labor market consequences of multicounty planning jurisdictions;
- A synthesis of relevant literature on job-search behavior; and
- An analysis of the role of manpower concepts in regional planning.

Status: The final report has been received and is available through NTIS: Labor Market Considerations in Economic Development Planning, NTIS # PB 258 383, Price Code A03, 46 pp.

Project: BLACK MIGRATION TO THE SOUTH: 1970-75

Performing Organization: University of Missouri

Principal Investigator: Rex Campbell

Project No.: 99-7-13377 (OER-570-G-77-16)

Duration: April to December 1977

Amount: \$27,600

Monitoring Agency: EDA — Office of Economic Research

Subject: From a variety of basic data sources, it appears that there is an expanded migration of blacks into the Southern region of the United States. The demographers from the University of Missouri study team have been observing this trend and have developed a unique data source consisting of approximately 700 personal interviews with recent migrants. Based on available data sources and the University of Missouri interviews, work under this project will be focused on identifying the origin and destination points of this migration pattern.

The study team will design, test, and operate a migration projection model for estimating the magnitude and nature of future black migration into the South.

Status: The work under this grant is scheduled for completion and submission to EDA by early 1978.

Project: MANPOWER TRAINING FOLLOWUP SYSTEMS

Principal Investigator: Krishan K. Paul

Project No.: 99-7-13318 (PF-510)

Duration: March to May 1976

Amount: \$1,849

Monitoring Agency: EDA — Office of Economic Research

Subject: This study discusses the usefulness of training followup systems and identifies training and placement followup procedures that local economic developers can use.

Status: Final report completed: What Happens After Training: A Review of Follow-up of Vocational Graduates, NTIS # PB 259 429, Price Code A03, 45 pp.

Project:

- (1) A MODEL TO IMPROVE CONGRUENCE OF VOCATIONAL EDUCATION TO CURRENT JOB PRACTICES
- (2) FIELD TEST PREPARATIONS FOR A MODEL TO IMPROVE THE CONGRUENCE OF VOCATIONAL EDUCATION TO CURRENT JOB PRACTICES

Performing Organization: Urban Observatory of Metropolitan Nashville

Principal Investigator: Krishan K. Paul

Project No.:

- (1) 99-7-13347 (OER-540-G-76-24)
- (2) 99-7-13371 (PF-564)

Duration:

- (1) August to December 1976
- (2) October 1976 to January 1977

Amount:

- (1) \$15,817
- (2) \$ 7,325

Monitoring Agency: EDA — Office of Economic Research

Subject: The Urban Observatory of Metropolitan Nashville completed the project entitled "A Model to Improve Congruence of Vocational Education to Current Job Practices." The project utilized an interagency Technical Advisory Committee with representation from the Department of Labor, the Department of Health, Education, and Welfare, the Appalachian Regional Commission, the Oklahoma State Department of Vocational Education, and the Economics Department of the University of Missouri. The project identified an operating model that local economic developers can use to improve the placement rates of training programs. This model is focused on the use of training as a fundamental tool for stimulating local economic development.

The Technical Advisory Committee of that project recommended to the Office of Economic Research that the model should be reviewed with leaders in several States before the submission of a proposal to obtain interagency funding for a full field testing.

The Urban Observatory of Metropolitan Nashville will:

- Provide a report of a Washington meeting of the Technical Advisory Committee to discuss detailed agency reactions to the model;

- Select potential test sites and test the reaction of various State leaders; and
- Summarize various State reactions to the model and to joint interagency funding of the model.

Status: Report available: Relating Training to Occupational Needs (RETONE): A Model to Improve Congruence of Vocational Education and Current Job Practices—Basic Proposal, NTIS # PB 270 414, Price Code A04, 63 pp.

Project: THE IMPACT OF VOCATIONAL AND TECHNICAL EDUCATION ON MANPOWER AND ECONOMIC DEVELOPMENT

Principal Investigators: Francis T. Tuttle and Arch B. Alexander

Project No.: 99-7-13313 (PF-505)

Duration: May to September 1976

Amount: \$3,974

Monitoring Agency: EDA — Office of Economic Research

Subject: This project was commissioned on behalf of the National Public Advisory Committee on Regional Economic Development (NPAC). The report from this project analyzed a number of conceptual and operational topics pertaining to State manpower programs and substate economic development programs.

Based on this study, the NPAC made the following recommendations in its 1976 annual report:

- EDA should resume supporting construction of vo-tech training facilities as an aid to economic development.
 - (a) With the exception of Indian reservations, money from EDA for construction of vo-tech facilities should be funneled to a school through the U.S. Office of Education and the State and territory vo-tech school agency rather than transmitted directly from EDA to the school. Regional Commissions fund vo-tech school construction through the U.S. Office of Education and the State vo-tech education agency, and this procedure has been found to work well.

(b) EDA should require that the State vo-tech agency, in cases not excepted, approve the project, provide the project supervision, and audit the project as it does any other vo-tech construction project. It would be appropriate to require a copy of the audit to be filed with EDA.

- EDA should support the purchase of equipment for special schools for industry training as described in the Tuttle/Alexander monograph. EDA should require that the first priority for utilization of this training equipment go to economic development areas.
- EDA should support the development of State vo-tech management information systems so that decisions affecting manpower training can best serve a State's or region's economic development efforts.
- EDA should use its influence to support a policy change that would allow "excess property" to go to State vo-tech agencies to support vo-tech programs.

Status: Completed report is The Impact of Vocational and Technical Education on Manpower and Economic Development, NTIS # PB 256 316, Price Code A03, 43 pp.

Project: MINORITY GROUP ENTREPRENEURSHIP: ECONOMIC PROSPECTS AND OPPORTUNITIES IN NEW CASTLE COUNTY, DELAWARE

Performing Organization: University of Delaware
Principal Investigators: D. Dotterweich, J. H. Sills, Jr., and F. X. Tannian

Project No.: 99-7-13341 (PF-533)

Duration: August 1976 to July 1977

Amount:

EDA—\$4,800

Delaware OMBE—\$1,500

Monitoring Agencies:

EDA — Office of Economic Research; Delaware
Office of Minority Business Enterprise (OMBE)

Subject: This project was undertaken in direct response to the President's Advisory Council on

Minority Business Enterprise's request for development of new information-data sources that could identify those business areas with high growth potential and which could offer minority entrepreneurs a reasonable expectation of success.

Status: The final report, entitled Economic Growth and Minority Entrepreneurship: Local Area Economic Growth Conditions and Minority Entrepreneurship—A Study of New Castle County, Delaware, is available from NTIS: NTIS # PB 273 495, Price Code A06, 104 pp.

Project: A SYSTEM FOR THE ANALYSIS, EVALUATION AND DESIGN OF ORGANIZATIONS, WORK, AND JOBS

Performing Organization: St. John's University

Principal Investigator: Charles W. Lachenmeyer

Project No.: 99-7-13336 (PF-528)

Duration: July to September 1976

Amount: \$3,012

Monitoring Agency: EDA — Office of Economic Research

Subject: The objectives of this research were:

- To review, analyze and evaluate past attempts at theory construction in the area of job design including quality of work, job enhancement, job enrichment, etc.;
- To design an alternative theory that will correct any weaknesses or deficiencies discovered in the initial reviews; and
- To outline and make ready for application a developed theory of job design.

Status: Completed: A System for the Analysis, Evaluation and Design of Organizations, Work and Jobs, NTIS # PB 265 159, Price Code A06, 115 pp.

CROSS-REFERENCE

See also:	Page
The Changing Context of Regional Economic Development: The Distribution of Work and Residence in the United States	1
Conference on Alternatives to Confrontation: A National Policy Toward Regional Change	2
Planning for Change: The Case of New York State—A Statewide Conference	8
Conference on Central City Economic Development	17
Determinants and Implications of Nonmetropolitan Growth Since 1970	22
Assessing the Countercyclical Use of Public Works and Public Employment Programs	31
Interregional Migration Data (10-Percent Social Security Continuous Work History Sample)	43
Interarea Migration Project	43
Regional Economic Development and Federal Legislation	49

Section VI

FISCAL STUDIES

Project: A PROPOSAL FOR A DEVELOPMENT BANK FOR THE UNITED STATES

Principal Investigator: Edward K. Smith

Project No.: 99-7-13369 (PF-562)

Duration: December 1976 to March 1977

Amount: \$5,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This paper is one of a series initiated at the recommendation of the National Public Advisory Committee on Regional Economic Development. The study focuses on the capital needs of economic development and the establishment of a national development bank.

This paper makes recommendations on the:

- organizational structure,
- lending authorities,
- charter of a national development bank.

Status: Report is available from NTIS: A Proposal for a Development Bank for the United States, NTIS # PB 267 763, Price Code A03, 30 pp.

Other EDA-funded studies on the subject of development banking include:

Establishing a National Development Bank

Development Banking as a Mechanism for Regional Revitalization, by Martin T. Katzman, Department of City and Regional Planning, Harvard University (99-7-13349), NTIS # PB 267 809, Price Code A03, 30 pp.

Project: THE FEASIBILITY OF ESTABLISHING A NATIONAL DEVELOPMENT BANK

Performing Organization: Abt Associates, Inc.

Principal Investigators: Ben Chinitz and Charles Fairchild

Project No.: 99-7-13308 (PF-500)

Duration: November 1975 to February 1976

Amount: \$7,400

Monitoring Agency: EDA — Office of Economic Research

Subject: The objective of this study was to examine the feasibility of establishing a national development bank. This paper, together with a proposal for the establishment of a development bank prepared by Dr. Edward K. Smith, was prepared for the National Public Advisory Committee on Regional Economic Development. This paper examined three topics:

- Past attempts to mobilize and channel development capital into distressed areas;
- The need for intervention in capital markets to direct investment toward socially-desirable ends;
- Existing intervention mechanisms.

The report identifies several critical issues for consideration:

- The impact on existing capital markets of introducing a new institution;
- The terms on which finance would be available;

- The organization of the bank and its board and the ownership of the bank and its source of capital; and
- The implications of calling the institution a "National Development Bank."

Status: Limited supply of copies of Establishing a National Development Bank is still available from the Office of Economic Research.

Project: THE INDUSTRIAL REVENUE BOND AS A FINANCIAL ATTRACTION DEVICE FOR ECONOMIC DEVELOPMENT

Performing Organization: Institute of International Law and Economic Development (IILED)

Principal Investigator: Arnold Leibowitz

Project No.: 99-7-13375 (OER-568-G-77-15)

Duration: February to November 1977

Amount: \$49,875

Monitoring Agency: EDA — Office of Economic Research

Subject: In view of the importance of industrial revenue bonds among financial incentive instruments for economic development and the paucity of comprehensive statements or analysis on this topic, the Institute is conducting the following research:

- Undertake a literature review to identify documents and existing knowledge related to the issue of industrial bonds;
- Examine, by States and municipalities, the use characteristics of industrial revenue bonds. Analyze, by issuing authority, industrial beneficiary, community, and nature of incentives, the cost and benefits of this means of financing;
- Investigate the industrial development authority issuing the industrial revenue bond in order to describe the dynamics of the authority's formation, its relationship to other agencies, to the firm being financed, and to the local community; and
- Review and briefly suggest the link of industrial revenue bonds to other development devices being used in the State, specifically, the general obligation bond, pollution control bond, and mortgage financing which may be available from different kinds of industrial building commissions.

This analysis should increase knowledge of the use of industrial revenue bond financing, its effectiveness as an industrial attraction device, and its link to other State and Federal financing.

Status: Scheduled for completion in early 1978.

Project: FISCAL IMPACTS OF ECONOMIC ACTIVITY GENERATED BY ECONOMIC DEVELOPMENT GRANTS: A DISCUSSION OF POSSIBLE RESEARCH METHODOLOGIES AND A REVIEW OF THE LITERATURE

Principal Investigator: Kenneth V. Greene

Project No.: 99-7-13301 (PF-493)

Duration: January to October 1976

Amount: \$2,466

Monitoring Agency: EDA — Office of Economic Research

Subject: Kenneth Greene of the State University of New York at Binghamton was asked to explore the issue of public finance consequences of economic development programs in order that a full study could be designed that would, if funded (with the grantee as investigator), yield a basis for a more objective setting of Federal-State-local matching formulae, among other outputs.

Greene's conclusion was that the full study was not worth performing. After a review of the literature, including EDA evaluation studies, the grantee concluded that the question could be addressed only with an elaborate case study approach with a very costly investment in primary data collection. He further stated that one question would still remain: Would a complete analysis, while interesting, have any policy implications? If it were found that local and State governments derive substantial fiscal benefits from programs, should they bear more of the cost? The answer is affirmative only if the original purpose is not to redistribute income to these areas. He states, "It would be hard to deny that this is one of the aims of the Economic Development Administration's grant programs."

Status: Report available from NTIS: Fiscal Impacts of Economic Activity Generated by Economic Development Grants: A Discussion of Possible Research Methodologies and a Review of the Literature, NTIS # PB 269 910, Price Code A03, 41 pp.

Project: THE EFFECT OF FEDERAL COUNTERCYCLICAL POLICIES ON REGIONAL ECONOMIES

Principal Investigator: Vernon Fahle

Project No.: 99-7-13381 (PF-574)

Duration: March through December 1977

Amount: \$6,320

Monitoring Agency: EDA — Office of Economic Research

Subject: The hypothesis of this study is that slower growth regions are more responsive to contractionary policies whereas faster growing regions are more responsive to expansionary policies.

The study uses data on money supply changes, the Federal Reserve discount rate, and the surplus or deficit in Federal spending to determine whether the policy was expansionary, contractionary, or neutral at any point in time. The regional response, allowing for appropriate time lag, would be determined from variations around the long-term secular growth rate.

Status: Study available: The Effect of Federal Countercyclical Policies on Regional Economies, NTIS # PB 275 398, Price Code A03, 37 pp.

Project: ASSESSING THE COUNTERCYCLICAL USE OF PUBLIC WORKS AND PUBLIC EMPLOYMENT PROGRAMS

Performing Organization: The Rand Corporation

Principal Investigator: Georges Vernez

Project No.:

(1) 99-7-13298 (OER-490-G-75-15)

(2) 99-7-13298.1 (OER-490-G-76-32)

(3) 99-7-13298.2 (OER-490-G-77-25)

Duration:

(1) June 1975 to September 1976

(2) September 1976 to March 1977

(3) March 1977 to March 1978

Amount:

(1) \$149,953

(2) \$48,662

(3) \$189,145

Monitoring Agency: EDA — Office of Economic Research

Subject: Rand is continuing its investigation of public works as a countercyclical device, adding a comparison with public employment and other programs.

The main purpose of fiscal countercyclical programs is to provide jobs for the cyclically unemployed. Thus, a program's ability to generate employment in the short-run—while substantial unemployment prevails—is a prime concern. Short-run employment may be divided into three components:

- Direct employment is that created by the expenditure of public funds in the form of direct wages to onsite labor for public works (PW) and to public employees for public service employment (PSE).
- Indirect employment is that created in industries providing the program with materials, supplies, and services.
- Induced employment is that created from the purchase of additional goods and services by workers directly and indirectly employed by the projects and by the major supplying industries.

The sum of these three components constitutes the gross short-run employment generated by a program. In addition, public works, public service employment, and other fiscal programs may lead to the creation of jobs in the long-run. For instance, the construction of public facilities—libraries, hospitals, or parks—will generate jobs for maintenance and operation, may attract new firms to an area, and/or induce an increase in employment in support activities—wholesale, retail, and services. These effects result from induced structural changes that stimulate local economic development. Public works and public service employment programs can also lead to long-run job creation through imparting work experience and job skills to participants.

Status: The Rand Studies. Work now completed by the Rand Corporation on "Public Works as a Countercyclical Device" is included in three separate but cohesive documents: (1) A Review of the Issues, (2) Regional Cycles and Employment Effects of Public Works Investments, and (3) A Progress Report: Assessing the Countercyclical Use of Public Works and Public Employment Programs. This latter report consists of rough working notes and is merely a first phase of a larger second study on this topic that will compare public works with public employment as countercyclical devices and address some (but not all) pertinent issues.

A Review of the Issues. This report was undertaken to (1) define the issues relevant to the use of public works as a countercyclical device and to summarize what is known in areas relevant to these issues, and (2) provide inputs into the design of the empirical work presently being conducted as part of this project.

It examined seven major issues: (1) objectives of a countercyclical public works policy; (2) identification of policy goals; (3) regional context of cyclical behavior; (4) input requirements for public works projects; (5) impacts of alternative methods of financing public works; (6) employment impacts of public construction investments; and (7) effectiveness of alternative stabilization instruments.

Regional Cycles and Employment Effects of Public Works Investments. This report describes the timing, duration, amplitude, and severity of cycles in employment levels in all States* and 149 labor market areas (LMA's) during each of the five post-1960 national classical and growth cycles; provides estimates of the direct, indirect, and total employment effects of 22 types of public works projects; identifies those major supplying industries of public works in which bottlenecks might arise and the corresponding levels of expenditures; and assesses the extent to which countercyclical public works investments would provide employment opportunities for the cyclically unemployed.

The report concluded as follows: The effects of national business cycles on local employment cycles vary widely among States and LMA's. There are also wide variations in the cyclical behavior of each State and labor market area from one cycle to another. Given present predictive capabilities, planning the timing of countercyclical public works investments in specific areas—so as to maximize effectiveness of these projects and minimize the probability of excess demand in the local labor and materials markets—is a difficult task. Past experience in the timing of local cycles at downturns and upturns of national cycles is an inadequate guide to the timing of local cycles in future national cycles. For now, timing of countercyclical investments may best be achieved by systematic monitoring of monthly total and sectoral employment time-series data. Further research is needed on the identification of leading indicators or

the determinants of variations in the timing of local cycles.

Although current findings must be viewed tentatively, the report sheds some light on the effectiveness of countercyclical public works investments in dealing with three important countercyclical policy issues.

First, because a small share of the total jobs resulting from a public works project will be generated in the LMA in which the project is implemented, the ability of public works investments to serve local cyclical needs may be inferior to that of a public service employment program.

Second, provided that there is appropriate consideration of the mix of projects, it is unlikely that a countercyclical public works program of the magnitude typically discussed in Congress will impose excess labor demand on major supplying industries or on the construction industry, and thus add to inflationary pressures. Typically, availability of labor in the construction industry may pose a more severe constraint on the level of countercyclical public works investments than would availability of materials.

A third preliminary finding is that countercyclical public works investments can generally be effective in creating employment in those industries and labor force categories most affected by cyclical unemployment. However, to provide employment opportunities to the young, who are more affected by cyclical unemployment than older workers, some other countercyclical program is likely to be more effective.

This report cited three major questions as still standing. The first question concerned effectiveness: Are these investments any more or less cost-effective than tax rebates, corporate income tax credits, public service employment, or other stabilization instruments? This question raises a number of issues regarding the effect of public works construction on net employment, prices, economic development, and the ability of public works to target on the cyclically unemployed.

The second question was institutional: How feasible is it, politically and administratively, to allocate countercyclical public works funds at the beginning of a recession, and to withdraw them rapidly in the recovery period? Associated with this question are issues of the legislative and executive actions needed

* Except Alaska, Hawaii, and North Dakota.

to launch public works programs; the possibility of identifying an automatic trigger to release funds; and Federal ability to create a "shelf" of projects that are ready to go and that meet traditional criteria for evaluating the net cost-benefit of a project.

The third question was operational: To the extent that public works investments are being used and are likely to continue to be used as a component of countercyclical fiscal policy, how should public works funds be allocated across States and cities, when and for how long should they be carried out, and what types of projects should be selected? Answers to these questions require an understanding of the relationship between regional and national business cycles. They also require information on the input requirements and on the employment effects of alternative types of projects.

A Progress Report: Assessing the Countercyclical Use of Public Works and Public Employment Programs. The present recession which began in late 1974 is the severest and longest recession since the end of World War II. It has resulted in numerous proposals for Federal countercyclical fiscal policy actions. These proposals include public works, public service employment, antirecession grants to State and local governments, general tax cuts, increases in Federal Government spending, and subsidies—in the form of tax credits or wage subsidies—to private employers. Of these proposals, public works and public service employment programs are most frequently debated. They are conceived either as substitutes for or complements to expansionary macroeconomic policies. They are aimed predominantly at direct and rapid job creation for the cyclically unemployed—those unemployed because of a decline in the level of aggregate demand.

This report summarizes the results of existing research that provides information relevant to the resolution of many of the basic issues in the design and implementation of PW and PSE countercyclical programs and identifies those issues needing further research.

Some tentative conclusions of the unpublished progress report follow:

- Because of the large margin of error in available estimates of job creation and the evidence that alternative fiscal programs may not differ widely in the number of jobs

they would create, a tentative conclusion is that job creation should not be used as a primary criterion for choosing among alternative countercyclical fiscal policies. Instead, greater weight might be given to the timing of employment effects, the opportunity alternative programs offer to channel the immediate benefits of the programs to socioeconomic groups or localities most affected by a recession, and the developmental or long-run employment effects.

- If the Federal Government wishes to minimize displacement effects, it can probably do so by designing a countercyclical program that concentrates spending on activities which are distinct from those which State and local governments would have done anyway, where "effort maintenance" restrictions can be effective, and where grants are large relative to existing expenditures.
- The lag between the time the national economy enters into a recession and the time at which at least half of the direct jobs to be created by a countercyclical PW program are actually filled is large. This lag was 42 months for the 1962 Accelerated Public Works (APW) program, 31 months for the 1972 Public Works Impact Program (PW-IP), and can be expected to be 49 months under the present Local Public Works (LPW) program. For public service employment programs this lag has been shorter, varying from 14 months under Comprehensive Employment and Training Act (CETA) 11 to 21 months under the Emergency Employment Act (EEA) and CETA VI programs.
- The longest delay typically occurs between the time the cyclical downturn is recognized and some executive and/or legislative action is eventually initiated. This lag has varied from 10 to 22 months for the three countercyclical public works programs implemented since 1969; it has been typically shorter for public service employment programs. The legislative process further delays enabling legislation. For public works programs it has taken from five to 14

months from the time a bill was first introduced and the enabling act creating the program was signed by the President. This lag occurs whether or not the bill has Executive support. However, for public service employment programs, legislative enactment can be made within a few weeks given Executive acquiescence.

- Reduction of the lengthy lag between recession recognition and legislative enactment could be achieved by means of a "contingency budget." This would provide discretionary power to the Executive authorities to release countercyclical funds under certain conditions evidenced by the behavior of specified economic indicators.
- Past experiences with public works projects suggest that administrative and outside lags in implementation may be shortened if (1) allocation is made on a continuing rather than a once-for-all basis; (2) responsibility for implementation is entrusted to a separate entity not burdened with other responsibilities; (3) eligible areas can be determined on the basis of readily available national disaggregated data rather than being dependent on data provided locally; (4) a portion of total appropriations is allowed to be used to implement Federal public works projects;* and (5) preference is given to projects that place their heaviest demand for onsite labor in the early stages of construction.
- Jobs created by public works projects are concentrated in sectors that typically experience relatively large cyclical amplitudes—construction and durable goods. By contrast, employment in the public sector, where PSE jobs are created, does not experience high cyclical amplitude.
- The effectiveness of PSE and PW programs for targeting on those socioeconomic groups most affected by recessions has been uneven.
- The implementation of a large countercyclical public works program may encounter constraints in both the availability of onsite

labor and in the availability of material supplies. During the relatively mild recessions of 1960–1961 and 1970–1971, expenditures in excess of \$3 billion may have absorbed all the available construction labor, even if the funds were allocated among regions exactly in proportion to the level of local cyclically unemployed construction labor. During the present recession, the deepest since World War II, it is doubtful if onsite labor availability would pose a constraint below an expenditure level of \$15 billion.

- With regard to the availability of materials, heavy construction projects again face more binding constraints than do building projects. The supplying industry which would pose these constraints in three post-1960 classical recessions is mining (SIC 14), which either skips cycles or experiences cycles of relatively low amplitude. During the present recession, the availability of material supplies does not appear to have any constraints for building projects during the cycle trough.

Reports may be obtained through NTIS: (1) Public Works as a Countercyclical Device: A Review of the Issues, NTIS # PB 257 064, Price Code A06, 111 pp.; (2) Regional Cycles and Employment Effects of Public Works Investments, NTIS # PB 264 669, Price Code A18, 404 pp.

CROSS-REFERENCE

See also:	Page
Legislative Action for Survival in the Credit Market	8
Planning for Change: The Case of New York State—A Statewide Conference	8
Conference on "The Future of the South's Economy"	10
Conference on Central City Economic Development	17
Public Policy Information System Study	44
Impact Analysis of the Unemployment Insurance Tax Structure on the Economy of New York State	58

* Provided there is a shelf of projects ready for implementation.

Section VII

INDUSTRIAL/FIRM LOCATION STUDIES

Project: DEVELOPMENT OF A COMPUTER-MAPPING TECHNIQUE TO MAP THE DISTRIBUTION AND MOBILITY OF INDUSTRY IN THE UNITED STATES

Performing Organization: U.S. Bureau of the Census, Center for Census Use Studies

Principal Investigators: Keith Jones and Danuta Emery

Project No.: 99-7-13372 (PF-568)

Duration: April through September 1977

Amount: \$2,900

Monitoring Agency: EDA — Office of Economic Research

Subject: This project will develop a methodology for computer mapping of industry in the U.S. Computer-generated maps will be constructed indicating the geographic distribution of manufacturing and other industrial sectors. In addition, the project will produce:

- A modified copy of the 1972 Census of Manufactures, on tape, for future use in such computer mapping; and
- A sample computer map display of manufacturing establishments by employment and value-added classes.

Status: A summary report has been delivered by the Census Bureau to EDA and is being reviewed. A preliminary indication is that the Census of Manufactures, as presently made available relative to timeliness and detail, is not sufficient to warrant further investments of this nature. Other data sources, such as Dun and Bradstreet, appear to have more promise.

Project: THE BIRTH, DEATH, AND MIGRATION OF FIRMS IN THE NORTHEAST

Principal Investigators: Carol L. Jusenius and Larry C. Ledebur

Project No.: 99-7-13399 (PF-572)

Duration: July to October 1977

Amount: \$8,141

Monitoring Agency: EDA — Office of Economic Research

Subject: In recent years a considerable interest has been expressed in the state of the economy of the Northeastern United States. As a result, a number of studies have evaluated income and employment growth, unemployment, and the migration of labor for this region.

By contrast, little is known about the changes in the region's profile of business firms. A low birth rate, a high death rate, or a high net outmigration of firms could be a major cause for the loss in jobs and job opportunities. By identifying these sources of employment losses, it should be possible to better formulate policies to alleviate the problem or minimize its detrimental effects.

This investigation examines changes in the firm profile for the period 1969–1974 for each of three Census regions—New England, Middle Atlantic, and East North Central. The study:

- Identifies the major source of employment losses (death, outmigration, or net contraction of firms);
- Identifies the major source of employment gains (birth, immigration, and net expansion of firms); and

- Characterizes those firms which are the major source of employment losses (gains).

By examining employment gains and losses, the study will help to answer questions such as:

- Was the migration of firms to the "Sunbelt" a major source of employment loss in the Northeast?
- Were headquarters closing and/or not opening branch operations in the Northeast?
- Were deaths/births of firms occurring in those industries in which the Northeast has had historically a comparative advantage?
- Is the recent employment problem of the Northeast attributable to recent closure/outmigration/net contraction of (a) many small independent firms, (b) branches of multiunit operations, or (c) a few large firms?

Status: The final report, entitled *Where Have All the Firms Gone? An Analysis of the New England Economy*, will be available in early 1978.

Related research sponsored by the EDA Office of Economic Research:

The Migration of Firms and Workers in Ohio, 1970-1975, by Carol L. Jusenius and Larry C. Ledebur, fall 1977.

Copies available from:

Publications Department
Academy for Contemporary Problems
1501 Neil Avenue
Columbus, Ohio 43201
(614) 421-7700

Project: A COMPARISON OF THE INDUSTRIAL LOCATION PROCESSES IN THE UNITED STATES AND THE UNITED KINGDOM

Principal Investigator: Peter M. Townroe

Project No.: 99-7-13358 (PF-551)

Duration: March to November 1977

Amount: \$8,350

Monitoring Agency: EDA — Office of Economic Research

Subject: Regional policy has had many objectives over time, and the relative importance of some

of these has changed. Decentralization of industry, for example, is usually encouraged to relieve congestion in urban areas or to alleviate distress in rural areas. Conversely, concern over energy sources would tend to favor a more centralized distribution of industry.

This project consists of a literature review and a comparison of the impact of United Kingdom and United States governmental policies on industrial movement. Special emphasis is given the large commercial office sector.

The specific tasks of the study include:

- Identification of the characteristics of industrial movement at the intraurban, interurban, and interregional levels;
- Evaluation of the importance of industrial movement in the two countries to changes in the locational patterns of economic activity and area development policies; and
- Examination of the impact of governmental policies on industrial movement in limiting and promoting urban regional growth.

Status: This project is scheduled for completion by early 1978 and its products will be available through NTIS.

CROSS-REFERENCE

See also:	Page
Regional Development and the Changing Industrial Environment	5
Regional Modeling of the Industrial and Income Distributional Consequences of Policy-Induced and Secular Change	5
Legislative Action for Survival in the Credit Market	8
The Industrial Revenue Bond as a Financial Attraction Device for Economic Development	30
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The Regional Impacts of Changing Energy Availability	38
Interarea Migration Project	43
A Review and Analysis of the 1971 EDA-Financed Industrial Location Survey	52

Section VIII

ENERGY STUDIES

Project: ENERGY AVAILABILITIES FOR AREA AND REGIONAL DEVELOPMENT

Performing Organization: Oak Ridge National Laboratories, Energy Research and Development Administration (ORNL/ERDA)

Principal Investigators: D. J. Bjornstad and P. L. Rice

Project No.: 99-7-13293.1 (PF-525)

Duration: October 1976 to October 1977

Amount: \$150,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This project provides fundamental data on energy supplies and demands that will permit EDA to analyze the degree to which energy availability may hamper, alter, or assist the implementation of regional economic development plans. It will enable EDA to more explicitly review regional economic development plans and set EDA investment priorities.

The product will consist of:

- Statements (tabular and graphic) of energy sources and uses for States and substate BEA economic areas for calendar years 1972, 1973, and 1974; and
- Projections of energy sources and uses for States and BEA economic areas for the years 1980 and 1985.

During the final quarter of fiscal 1977, EDA will receive from Oak Ridge National Laboratories the following:

- Formal publication of the report documenting work performed;

- Three data volumes for each of the years 1972, 1973, and 1974 containing historic energy use and production data by major fuels and use sectors;
- One data volume containing projected energy use and production data for the years 1980 and 1985, for State and substate areas; and
- A summary volume describing progress, data sources, and methodology plus a special analysis of natural gas usage and availability at the substate (BEA) level. This analysis will focus primarily on the structure of regional economies and how this structure affects natural gas usage. It will include such information as natural gas use intensity by various sectors, with particular regard to the heavy users in industry.

Status: Publications available from NTIS to date include:

Energy Availabilities for State and Local Development: A Methodological and Data Overview, NTIS # ORNL/TM-5890, Price Code A04, 55 pp.

Energy Availabilities for State and Local Development: 1972 Data Volume, NTIS # ORNL/TM-5890/S1, Price Code A12, 265 pp.

Energy Availabilities for State and Local Development: 1973 Data Volume, NTIS # ORNL/TM-5890/S2, Price Code A12, 263 pp.

Energy Availabilities for State and Local Development: 1974 Data Volume, NTIS # ORNL/TM-5890/S3, Price Code A12, 265 pp.

**Project: THE REGIONAL IMPACTS OF
CHANGING ENERGY AVAILABILITY**

Performing Organization: West Virginia University

Principal Investigator: William H. Miernyk

Project No.: 99-7-13327 (OER-519-G-76-9)

Duration: April 1976 to August 1977

Amount: \$40,649

Monitoring Agency: EDA — Office of Economic Research

Subject: EDA has the primary Federal Government function with regard to regional economic development, including the analysis of changing regional economic conditions. The most recent and, for the future, the most profound factor in regional economic change is likely to be rising energy prices. This study is examining the regional employment impacts of high energy prices to date and is considering the future impacts if energy prices remain high.

Preliminary work has identified States which are producers of basic energy in the form of petroleum, natural gas, and coal and also those States which rely entirely on imported energy.

There is some evidence that the changing structure of energy prices has already resulted in some transfers of real income and that energy-producing States have been much less affected by the recent recession than those that depend entirely on other areas for their energy. The study is examining the long-run consequences of a continuation of the above-cited changes and will consider some of the effects these changes might have on regional development policy in the U.S. and on the responsible agencies, particularly the Economic Development Administration.

The following tasks constitute the study:

- Survey and analysis of the economic and scientific literature dealing with OPEC and the energy crisis;
- Survey of changing State economic conditions;
- Analysis of price and value-added changes by sector since 1967;
- Analysis of the relationship between consumer prices for energy and basic energy costs;
- Analysis of State fiscal conditions; and

- Analysis of the long-run locational impacts of high energy prices.

Status: The final report from this project, Regional Impacts of Rising Energy Prices, has been received. The report will be available from NTIS as soon as technical problems are worked out. The report will also be published by the Ballinger Publishing Company of Cambridge, Massachusetts.

**Project: MOBILE NUCLEAR POWER SOURCES
AND ECONOMIC DEVELOPMENT**

Principal Investigator: Wayne Jones

Project No.: 99-7-13316 (PF-508)

Duration: March to May 1976

Amount: \$2,500

Monitoring Agency: EDA — Office of Economic Research

Subject: The findings of this project, published in a monograph entitled Mobile Nuclear Power Plants, pertain to the feasibility of mobile nuclear power sources for areas where primary fuels or other energy resources are scarce. Both technical and economic feasibility of mobile nuclear power sources are described in the monograph, and a program is outlined for their development.

Specifically, the study attempts to:

- Identify the present and anticipated future (ten years) distributions of power sources by type and geographic area and their implications for mobile nuclear power sources;
- Identify the safeguards or standards applicable to mobile nuclear power sources and the jurisdictional problems existing for transporting such power sources across State and local boundaries in the United States;
- Identify existing capability for producing mobile nuclear power units; and
- Identify known cost and benefit magnitudes and additional data needed to more closely estimate cost magnitudes.

Status: Completed. Mobile Nuclear Power Plants: Initial Feasibility Study, NTIS # PB 258 232, Price Code A03, 39 pp.

CROSS-REFERENCE

See also:	Page
Conference on Alternatives to Confrontation: A National Policy Toward Regional Change	2
Planning for Regional Economic Development	4
Planning for Change: The Case of New York State—A Statewide Conference	8
Conference on “The Future of the South’s Economy”	10
State Participation in the White House Conference on Balanced Growth and Economic Development	16
A Study of the Effects of Current and Proposed Environmental Regulations on Regional Economic Development in EDA Areas	40
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Section IX

ENVIRONMENTAL STUDIES

Project: A STUDY OF THE EFFECTS OF CURRENT AND PROPOSED ENVIRONMENTAL REGULATIONS ON REGIONAL ECONOMIC DEVELOPMENT IN EDA AREAS

Performing Organization: Industrial Research and Extension Center at the University of Arkansas

Principal Investigators: John H. Opitz and Frank H. Troutman

Project No.: 99-7-13324 (OER-516-G-76-6)

Duration: April 1976 to July 1977

Amount: \$96,000

Monitoring Agency: EDA — Office of Economic Research

Subject: To better understand the nature and implications of the trade-offs that exist between environmental protection and economic development, this project has been designed to:

- Develop a set of recommendations on actions that might be taken by Federal, State, and multicounty development leaders and agencies to accommodate both the environmental and developmental needs of economically distressed areas;
- Study selected environmental programs; and
- Develop a set of alternatives which maximize development while controlling environmental disturbances.

Status: Working papers completed to date include: (1) Economic Impact of Travel and Tourism in Arkansas, NTIS # PB 267 449, Price Code A03, 32 pp.; (2) Energy and Income in Arkansas, NTIS # PB 268 291, Price Code A03, 34 pp.

The final report, Effects of Environmental Protection Regulation on Regional Economic Development, is available from the Office of Economic Research and will soon be available from NTIS.

Project: AN OUTLINE OF BASIC CONFLICTS BETWEEN ENVIRONMENTAL CONTROL AND ECONOMIC DEVELOPMENT

Performing Organization: Booz, Allen and Hamilton, Inc.

Principal Investigator: Nathaniel Greenfield

Project No.: 99-7-13311 (PF-503)

Duration: January to May 1976

Amount: \$9,600

Monitoring Agency: EDA — Office of Economic Research

Subject: This study examines the basic conflicts that exist—or appear to exist—between environmental control and economic growth. It attempts to define EDA policy alternatives with respect to environmental regulations.

The most significant observation in the final report is that there should be an extensive relationship between EDA and Environmental Protection Agency programs in the areas of planning, research, infrastructural funding and business development. These impacts and interrelationships of environmental and developmental issues are most intensive at the local level.

The report recommends an interagency research program that would define the interrelationship between environmental regulation and economic development, with a special emphasis on severely impacted areas and regions.

Status: Completed and report available: Relationship of Environmental Improvement Efforts on Development in Economically Distressed Areas, NTIS # PB 256 702, Price Code A03, 40 pp.

CROSS-REFERENCE

See also:

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ACCESS—Environmental Options Pilot Research Test	44

Section X

INFORMATION AND DATA FOR ECONOMIC DEVELOPERS

Project: BIBLIOGRAPHY OF ECONOMIC DEVELOPMENT RESEARCH BY STATES: 1970-1976

Performing Organization: Iowa Development Commission

Principal Investigators: Paul R. Mueller and Marvin B. Lind

Project No.: 99-7-13356 (OER-549-G-76-33)

Duration: September 1976 to April 1977

Amount: \$16,250

Monitoring Agency: EDA — Office of Economic Research

Subject: The Iowa Development Commission, working in cooperation with the National Association of State Development Agencies (NASDA), completed for EDA in 1976 a bibliography of current research sponsored by State economic development agencies. This document was well received and has become a standard information source. EDA then contracted with the Iowa Development Commission for the preparation of an updated volume. This second edition of the bibliography identifies and presents abstracts of a large number of State economic development studies and includes a directory of State development agency personnel and a guide to State industrial directories and State statistical abstracts.

Status: The new bibliography is now available: Bibliography of State-Directed Research for Economic Development, 1970-76, NTIS # PB 267 771, Price Code A09, 185 pp. Free copies available from the Office of Economic Research while supply lasts.

Project: SELECTED STATISTICS ON THE DEVELOPING UNITED STATES

Performing Organization: EDA—Office of Economic Research

Principal Investigator: Chi Ta W. Chen

Subject: This project was undertaken to produce a data base of changing economic trends in the United States from the earliest available data. The following indicators were selected as a composite of geographic and economic factors to identify and forecast future studies or to determine the historical impact of present data: State population; personal income; per capita income; deposits, all banks; construction employment; construction contracts; farm employment; farm income; nonfarm employment; manufacturing employment; nonmanufacturing employment; expenditures for new plants and equipment; wages of production workers; total retail sales; value added by manufacture; petroleum production; coal production; and electric power production. The final publication is presented in three sections:

- (1) indicator-by-indicator portrayal;
- (2) State-by-State portrayal; and
- (3) the bibliography of data sources.

Status: Final report available from EDA and from NTIS: Selected Statistics on the Developing U.S.A., NTIS # PB 270 980, Price Code A06, 121 pp. Free copies available from the Office of Economic Research while supply lasts.

Project: HANDBOOK FOR URBAN/RURAL
ECONOMIC DEVELOPMENT, PLANNING,
AND IMPLEMENTATION

Performing Organization: Community Planning and
Development Corporation (CPDC)

Principal Investigator: Celestino M. Beltran

Project No.: 99-7-13415 (OER-602-G-77-44)

Duration: October 1977 to March 1978

Amount: \$29,970

Monitoring Agency: EDA — Office of Economic
Research

Subject: The grant represents Phase I of an inter-agency project to develop a handbook, for national distribution, which will focus on methods and techniques for describing and analyzing subregional economies at the area and neighborhood levels. The underlying intent of the handbook is to build the capacity and expertise of local organizations to effectively implement economic development projects which will result in reduced unemployment and improved economic stability.

The resulting handbook will:

- Provide methodologies, economic concepts, and basic economic terms as a means of defining economic issues in area and neighborhood economies. These terms will be integrated as part of a planning and implementation process for community economic development;
- Describe the planning process for local economic analysis;
- Compile, categorize, and describe existing secondary data sources most commonly available for describing subregional economies at the area and neighborhood levels. Included will be a discussion of the role and usefulness of primary data research;
- Compile, categorize, and explain the most useful methods and techniques for analyzing secondary economic data as part of a process for assessing critical local economic issues;
- Provide methods and techniques for drawing inferences from a description and analysis of a local economy. Included will be the process for formulation of goals and objectives for dealing with specific problems;

- Provide a framework for selecting implementable economic development projects. Special emphasis will be laid on ex ante evaluation of project costs and benefits and assessing community impact;
- Provide various methods for developing business packages for different ventures, along with a simple general framework for carrying out market research and analysis; and
- Provide methods of integrating monitoring systems in the designing of projects and ex post evaluation of project impact on the community.

This handbook, while beneficial to many forms of economic development organizations, is aimed at:

- Overall Economic Development Programs (OEDP's) of the Economic Development Administration.
- Community Development Corporation Special Impact Areas of the Community Services Administration (CSA). (CSA gave \$25,000 directly to CPDC.)
- Areas served by the Office of Minority Business Enterprise (OMBE). (OMBE awarded \$25,000 to CPDC.)
- Department of Housing and Urban Development (HUD) Neighborhood Development Organizations. (HUD awarded \$9,800 directly to CPDC.)

Status: An interagency technical advisory committee has been formed and has conducted its first meeting. The project is underway and periodic progress reports are anticipated. A second grant to complete Phase II is now under development.

Project: HANDBOOK FOR DISTRICT PLANNERS

Performing Organization: U.S. Bureau of the Census, Center for Census Use Studies

Principal Investigators: Keith Jones and Danuta Emery

Project No.: 99-7-13376 (PF-569)

Duration: March to October 1977

Amount: \$42,000

Monitoring Agency: EDA — Office of Economic
Research

Subject: The Center for Census Use Studies will develop a handbook for economic development planners employed by district organizations and associated area governments. The handbook will be organized into workbook sections that will provide explanations and directions for using data currently available to these planners. This handbook will place particular emphasis on Census Bureau programs and publications.

The handbook will contain the following sections:

- An inventory of available data from Federal, regional, State and local sources, with a glossary of terms and definitions necessary for the valid use of the data;
- A section dealing with basic statistics and methods for using available data to derive economic indicators; and
- A section on technology needs for economic development planning, including an introduction to automated data and information systems.

This handbook will highlight the Census Bureau's current economic surveys and preview data to be available from the 1977 economic censuses and the 1980 decennial census. Other Federal sources will be examined in the section devoted to acquiring data at the State and local levels.

Status: The rough draft is now under review. Copies of the final report will be widely distributed and will also be available through NTIS.

Project: INTERREGIONAL MIGRATION DATA (10-PERCENT SOCIAL SECURITY CONTINUOUS WORK HISTORY SAMPLE)

Performing Organization: Regional Economic Analysis Division, Bureau of Economic Analysis (BEA)

Principal Investigator: David Cartwright

Project No.: 99-7-13368 (PF-561)

Duration: January 1977 to January 1978

Amount: \$25,000

Monitoring Agency: EDA — Office of Economic Research and other Federal agencies

Subject: EDA is continuing to be a supporter of BEA efforts to develop a data system for migration and labor force analysis purposes from the Social

Security Continuous Work History Samples (CWHS). These data provide comparative insights into the socioeconomic structure of a local area's work force, showing employment distributions by age, race, sex, wages and wage changes, work force participation, and industry.

The 1-percent CWHS is now available for the 1960-1969 period and the first quarters of 1970-1973. The 10-percent sample is available for the first quarters of 1971 and 1973. The major new development planned for this year is the preparation of migration summary files from 10-percent samples for the first quarters of 1973 and 1975. Another development underway is the construction of a 1957-to-date longitudinal file from the 1-percent annual major job summaries. This is an important development because beginning FY 1978 Social Security data will be reported on an annual rather than quarterly basis only. The 1-percent files will be updated as usual and tabulation services will be provided to contributing agencies during FY 1977 on an as-requested basis.

Status: In process.

Project: INTERAREA MIGRATION PROJECT
Performing Organization: Harvard-M.I.T. Joint Center for Urban Studies

Principal Investigator: David Birch

Project No.: 99-7-13370 (PF-563)

Duration: March 1977 to March 1978

Amount: \$70,000

Monitoring Agencies: EDA—Office of Economic Research; U.S. Department of Housing and Urban Development

Subject: The Interarea Migration Project is an effort to produce a system of data and models for analyzing the migration of population and firms between areas of the United States.

Tasks to be performed under this grant will include:

- Development of an initial model formulation;
- Design and document procedures whereby users can efficiently add new data to the system; and
- Special tabulations and machine-readable outputs on request of the funding agencies.

Status: Work is in progress.

Project: PUBLIC POLICY INFORMATION SYSTEM STUDY

Performing Organization: University of Arkansas

Principal Investigator: Frank H. Troutman

Project No.:

(1) 99-7-13343 (OER-535-G-76-21)

(2) 99-7-13343.1 (OER-535-G-77-12)

Duration:

(1) August 1976 to March 1977

(2) March 1977 to March 1978

Amount:

(1) \$ 73,840

(2) \$224,400

Monitoring Agency: EDA — Office of Economic Research

Subject: Several State governments have requested EDA financial aid in producing a working econometric model that could project State income, employment, revenues and expenditure requirements under various assumptions about the national economy and alternative national economic policies. The objective of the project is to develop a system of models which, although utilized for development and demonstration purposes in Arkansas, will be easily adaptable to other States.

This work includes a system of interacting models, specifically:

- A module to predict State income and employment under various assumptions about the national economy;
- A module to predict State revenue receipts from all sources, including Federal grants-in-aid, State receipts from property, consumption and income taxes, as well as special licenses and fees;
- A module to predict expenditures required to maintain public services by categories such as general administration, education, police and public safety, health, transportation, welfare and State aid to localities; and
- A simulation system which will interface the above modules to determine the State economic and fiscal effects of possible change in the national economy or a major investment in the State.

Status: The model is currently under development.

Project: ACCESS — ENVIRONMENTAL OPTIONS PILOT RESEARCH TEST

Performing Organization: University of California, Santa Barbara

Principal Investigator: William R. Ewald, Jr.

Project No.:

(1) 99-7-13374 (PF-567)

(2) 99-7-13374.1 (PF-567)

Duration: January to December 1977

Amount:

(1) \$25,000

(2) \$ 6,456

Monitoring Agencies: EDA—Office of Economic Research; U.S. Department of Health, Education, and Welfare (HEW)

Subject: ACCESS (Alternative Comprehensive Community Environmental Study System) is a process that incorporates various techniques to explain the short- and long-run impacts of public policy decisions. The communication techniques developed in this project will assist local planners to better explain local development problems, causes, and impacts of alternative actions.

This is a multiagency project funded by HEW, the National Science Foundation, and the Economic Development Administration.

A geocoding conference, held at Santa Barbara on May 8-10, 1977, explored the techniques and application of geocoding (the transfer of social, economic and geographic data to computerized maps by means of map coordinates). The purpose of the conference was to apply the latest techniques to conceptualize and facilitate community planning and policy formulation.

Status: Publications available through NTIS include:

Geocoding Data for Display and Policy Analysis
—Vol. I: The Potential of the ACCESS Process re Energy, Environment and the Economy,
NTIS # PB 273 031, Price Code A05, 80 pp.

Geocoding Data for Display and Policy Analysis
—Vol. II: Technology from the User Perspective (contains the proceedings of the Santa Barbara conference), NTIS # PB 273 032,
Price Code A08, 171 pp.

Project: MACHINE-INDEPENDENT COMPOSITE MAPPING SYSTEM (CMS-II) USER'S DOCUMENTATION

Performing Organization: Federation of Rocky Mountain States (FRMS)

Principal Investigators:

George Nez, FRMS

Larry J. Salmen, FRMS

Richard S. Johnson, FRMS Contractor

John B. Fieser, EDA

Project No.: 99-7-13281.1 (OER-463-G-75-14)

Duration: June 1975 to December 1976

Amount: \$5,813

Monitoring Agency: EDA—Office of Planning and Program Support

Subject: The EDA Composite Mapping System (CMS) is a group of related computer programs, of which CMS-II is the most recent and flexible variant, capable of mapping spatial patterns of various activities or physical features within any selected study area, and of merging sets of such maps into weighted combinations or composite maps. With this major capability, and many secondary ones, CMS is a highly sophisticated and responsive analytical tool which allows an investigator to study the spatial distribution of specific topics, their evolution over time and space, and their interrelationships.

The original CMS User's Manual describes system functions serially by form number, control card and card field. Only the inherent logic of the system design lends order to this arrangement and keeps it from being overly difficult for the new user. Familiarity with the system aided the original EDA users, but after the formulation of a CMS release procedure in 1973, new, outside users began to notice the shortcomings.

The new CMS-II program has been designed for maximum compatibility with existing CMS control card formats, master maps, cross-reference dictionaries and external data tape formats. Therefore, the new CMS-II User's Manual will be equally helpful to users of the older CMS versions. The new manual is written from the user's problem-oriented standpoint rather than in the former card-by-card format, making it much more easily and quickly understood. Extensive new descriptions of system capabilities and sample user applications are included to make clear to users what can be done and how to go about it.

Status: Completed. The final product is a 209-page loose-leaf manual.

Project: INFORMATION DISSEMINATION PROGRAM FOR THE OFFICE OF ECONOMIC RESEARCH (OER) OF THE ECONOMIC DEVELOPMENT ADMINISTRATION

Principal Investigator: Bernard D. Gross

Project No.: 99-7-13362 (PF-555)

Duration: January to April 1977

Amount: \$5,000

Monitoring Agency: EDA — Office of Economic Research

Subject: Bernard D. Gross researched and produced a study defining optional approaches for an OER information dissemination program. Tasks performed in the project included:

- Defining information dissemination requirements through interviews with representatives of OER, EDA, the Department of Commerce, relevant government agencies, academic institutions, State governments, the business community, and other related organizations and individuals, most notably public interest groups;
- Reviewing the successes and operational restrictions of relevant existing information dissemination programs;
- Defining the size and methods of information dissemination to OER's principal potential audiences; and
- Developing a general statement of the cost, required technical capabilities, cost effectiveness, and special requirements of using various information dissemination techniques.

Status: The final report is entitled Proposed Information Program Concept for the Office of Economic Research. The report is now being used in the development of an information dissemination program for OER.

CROSS-REFERENCE

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Section XI

ANALYSIS OF ECONOMIC DEVELOPMENT PROGRAMS

Project: ECONOMIC IMPACT OF THE PROGRAM OF THE ECONOMIC DEVELOPMENT ADMINISTRATION

Performing Organization: University of South Carolina

Principal Investigator: Robert E. Graham

Project No.: 99-7-13322 (OER-514-G-76-6)

Duration: May 1976 to May 1977

Amount: \$65,000

Monitoring Agency: EDA — Office of Economic Research

Subject: Since the early 1960's, EDA or its predecessor agency, the Area Redevelopment Administration (ARA), have carried on a number of programs to provide public and private assistance to encourage economic development in selected areas. These programs have been concentrated in underdeveloped areas as characterized by high unemployment, low per capita income, and often by high levels of outmigration. The objectives of these programs were to provide direct stimulation to those local economies and to effect other changes which could eventually lead to sustained growth.

The ARA-EDA programs (hereafter called EDA) have now been operating for a sufficiently long period to provide some guidelines for evaluating the overall effects of these programs. By relating trends in various economic indicators to the level of EDA assistance, it is possible to determine the stimulative effect of the assistance. Admittedly, there are too many uncontrolled variables to estimate this effect in many specific areas, but it is at least possible to compare trends between groups of aided and nonaided areas.

Work now completed by the University of South Carolina was designed to examine the impact of EDA aid on (1) personal income growth, (2) per capita income growth, (3) employment, (4) unemployment and (5) migration. The study used disbursement data from EDA, personal and per capita income from the Bureau of Economic Analysis (BEA), and employment data from the decennial census, which was adjusted for comparability by BEA, as well as employment from the decennial census and migration from the Social Security Continuous Work History Sample. By evaluating trends in income, employment, unemployment, and migration, it was possible to determine the short-run, and, in some cases, the longer-run movements in these variables in response to EDA investments.

Part I of the study report compares changes in growth rates in total personal income of counties which received aid and those which did not, both before and during aid periods. Comparisons are made by size of aid category (relative to area income) and by region of the United States. Growth rates in individuals were weighted by 1959 area income to obtain the growth rates for aided and nonaided areas.

In general, the data show that: (1) EDA aid was generally concentrated in local areas that were lagging economically; (2) these lagging areas experienced a sharp acceleration in economic growth during receipt of EDA aid; and (3) the rate of acceleration of income growth in EDA-aided counties was much larger than that of nonaided counties. Although this section of the report does not demonstrate empirically that EDA aid was the causal factor in the acceleration, such a relation is probable

from the results. Statistical tests were employed in other sections of the report.

The Part I summary tables show the following:

- Of the 47 groups into which EDA-aided counties were classified, 43 experienced a smaller income growth rate during the 1950's than did their nonaided counterparts, three had a faster growth rate, and in one the growth rate equalled that of the nonaided group.
- During the 1960's and 1970's every group improved its income growth rate over that of the 1950's, and 25 of the 48 groups of EDA-aided counties achieved a faster growth rate than did the nonaided counties while only 22 groups continued to lag and one equalled the growth rate of the control group.
- Nationally, all EDA-aided counties combined had an income growth rate 23 percent below that of nonaided counties during the 1950's. During receipt of EDA aid in the 1960's, the growth rate of the aided counties moved up to a level 10 percent above that of the nonaided groups.

Part II of the study compares changes in per capita income levels in aided and nonaided counties. As in Part I, these comparisons are reported by size-of-aid categories and by region.

It is more difficult to assess the effect of the EDA program in reducing or eliminating the relative per capita income gap than to assess its success in closing or reducing the total income growth gap. A summary reading of the comparison of aided to nonaided areas leads to the tentative conclusion that the EDA program has had little or no effect on closing the gap. That is, for all EDA-aided counties, the trend in combined per capita personal income as a percent of that in all nonaided counties showed no significant change with the introduction of the EDA program.

In order to disentangle the causal factors underlying the major trends, more data and analysis are required. Most needed are additional data on immigration of workers and their families in response to the growth in jobs and aggregate income that the EDA program had stimulated. Also useful would be data on average earnings of migrants into and out of these two regions.

Part III of the study contains the results of a series of regressions designed primarily to evaluate the effect of EDA investments while controlling for other factors which affect economic conditions. Personal income and per capita income are used as dependent variables. The explanatory variables include the relative size of EDA assistance plus several growth-related proxy variables.

The conclusions reached in Part III follow:

- EDA funds appear to have been distributed in a manner which is consistent with the goals and intent of the legislation authorizing these programs. That is, counties with previously low growth rates in employment, low initial levels of per capita income, and high initial levels of unemployment received relatively large amounts of assistance.
- The amount of aid a county receives relative to its economic size appears to have a significant influence on the level of economic development.

The above results must be considered tentative at this point for several reasons. First, although the R^2 values (coefficient of determination) are not unusually low for cross-sectional estimations, they do indicate that perhaps some improvements are possible in the selection of proxy variables for the other contributing factors. Secondly, it may be useful to continue the type of analysis started here at a more disaggregated level. Finally, it is desirable that this approach be extended to other measures of well-being such as changes in employment and unemployment rates.

Parts IV and V of the study examine and compare the changes in employment and unemployment between aided and nonaided areas. As in the other sections, the findings are reported by size of aid category and by region.

It was not possible, at the time of this report, to arrive at any definitive conclusions about the effect of EDA investments on employment and unemployment. Although the study shows a slight causal relationship between assistance and employment, this result was inconclusive. This analysis will be extended with additional data such as annual employment and a proxy variable to account for underemployment.

Part VI contains some preliminary observations concerning EDA activities on migration. Summary information is provided for a group of counties which are classified as major recipients of EDA assistance. The findings in this section are not meant to be conclusive, but mainly to show how more exclusive examination of this topic might be useful.

Finally, Part VII contains results of three case studies of counties which received large relative amounts of EDA assistance. For each case study, the economic structure is analyzed with data before and after EDA assistance. In addition, income multipliers were employed to determine the income effects of a change in a basic industry. In all three cases the assistance appeared to have a profound effect on both the structure and growth of the local economy.

Status: The final report, *The Economic Impact on Local Areas of the Program of the Economic Development Administration*, is available from NTIS: NTIS # PB 268 229, Price Code A06, 114 pp.

Project: REGIONAL ECONOMIC DEVELOPMENT AND FEDERAL LEGISLATION

Performing Organization: Economica, Inc.

Principal Investigator: Stanley L. Friedlander

Project No.: 99-7-13314 (PF-506)

Duration: February to May 1976

Amount: \$5,951

Monitoring Agency: EDA — Office of Economic Research

Subject: This project was commissioned on behalf of the National Public Advisory Committee on Regional Economic Development (NPAC). The report received from Economica analyzed the relationship between Federal legislation and economic development districts, with emphasis on manpower-related problems and opportunities. It reviewed six pieces of legislation that clearly indicated serious deficiencies that can retard economic development at the local and State levels. Among the pieces of legislation analyzed were the Comprehensive Employment and Training Act (CETA) of 1973, the Housing and Community Development Act of 1974, and

the Trade Act of 1972. In addition, three bills recently before the Congress were analyzed: the Public Works Employment Act of 1976, the Balanced Growth and Economic Planning Act of 1975, and the Land Resource Planning Assistance Act of 1975.

Based on this report and others, the NPAC made the following recommendations in its 1976 annual report:

- An amendment to the Public Works and Economic Development Act of 1965 should be amended to establish economic development districts to cover the entire country.
- Substantial incentives should be developed to encourage consortia among central cities and suburban counties for the purpose of receiving CETA prime sponsorship designation with guidelines protecting the political interests of the respective units of local government.
- EDA should undertake a study of selected growth centers and ascertain the demand for the combined resources of EDA and other agencies funded by the above legislation to determine the level and composition of public investment and Federal programs required to generate sustained economic growth and to reduce structural unemployment.
- The eligibility status of economic development districts should be clarified in all six pieces of legislation. Economic development districts should be included as appropriate local government units eligible to receive funds under each statute.
- Economic development districts and State agencies must enlarge the scope of their activities and include manpower and education programs as essential components of the economic development process.
- New types of labor subsidies should be considered along with capital subsidies and public works to stimulate general economic development.

- Economic development districts and State economic development agencies should explore large-scale mobility programs using funds available under the Trade Act and the Comprehensive Employment and Training Act.
- Economic development districts should explore ways to improve cooperation with community development agencies. Intense efforts should be made to utilize funds to achieve economic development goals capable of raising income and reducing unemployment of the labor force residing in the designated communities.
- The opportunity for economic development districts to obtain funds to operate manpower programs, jointly or independently under CETA, can be improved by amending legislation that will permit all eligible districts:
 - (a) to apply for prime sponsor status, e.g., combined population total;
 - (b) to apply for prime sponsor status for balance of State manpower funds;
 - (c) to consider preparing a plan and applying for prime sponsor status for their community;
 - (d) to apply for demonstration projects that utilize manpower funds in a unique manner in conjunction with other economic development activities.
- The Economic Development Administration should organize an effort to provide technical assistance, issuance of new guidelines and model application programs, and training in the operation and development of manpower programs for all economic development districts. Moreover, it should contact all State economic development agencies receiving Federal funds to assess the best method of obtaining a role for the development districts in implementing use of CETA funds for the balance of the State.

Status: Final report is: Regional Economic Development and Federal Legislation, NTIS # PB 256 179, Price Code A04, 59 pp.

Project: DISCUSSION OF THE RELEVANCE OF BEA AREAS TO THE ECONOMIC DEVELOPMENT ADMINISTRATION

Performing Organization: The Urban Institute

Principal Investigator: Harvey A. Garn

Project No.: 99-7-13303 (PF-495)

Duration: June to August 1976

Amount: \$2,395

Monitoring Agency: EDA — Office of Economic Research

Subject: When EDA was created in 1965 there was a paucity of data that could be used for designation criteria. The available data suffered from the weaknesses of being out-of-date and of not being aptly defined in terms of economic geography. More recently, the Bureau of Economic Analysis (BEA) has been developing income estimates and other data for multicounty regions known as "BEA areas." These BEA income estimates more accurately describe the economic well-being of areas (such as including in farm income the rental value of the farm residence, etc.). Moreover, these estimates produce annual income figures and describe areas that are better defined economically. EDA uses figures from the decennial census now become 12 years out-of-date. The study is an initial assessment of the feasibility of EDA using the BEA data and area system for designation and operational purposes.

The study explores the possible use of BEA economic areas in either of two cases: (1) if BEA areas were to become eligible designated areas, or (2) if there were no changes in current designation criteria.

The study concluded as follows. The potential appeal to EDA of the BEA areas stems from both the focus of EDA on problems of subnational economic development and growth and on the properties of BEA areas which make them suitable as units of observation. Based on commuting patterns to and from employment centers, the BEA areas are labor markets that encompass essential trade activities and are more coherent, economically, than the county unit which was defined primarily for political or administrative purposes. The properties that make BEA areas suitable as observation units include the following:

- They are "closed" in the social service sector. BEA area boundaries are drawn so as to include the place of residence and the place

of work of the population. A degree of self-sufficiency is approached with regard to the provision of local services for each region, making these regions desirable both analytically and practically.

- There are 173 BEA areas. These units have the following characteristics:
 - a. They are inclusive of the entire geographic area of the United States;
 - b. Their boundaries are defined in terms of specific economic relationships; and
 - c. They are the only such economic/geographic units of analysis that currently exist.
- BEA areas were shown by the study to conform to consistent patterns within the national urban hierarchy with respect to population and economic growth over a period of six decades. This property of stability is desirable for making short- and long-term projections regarding the economy of these areas.
- Currently-available county data sources can be used to describe BEA areas since these areas are comprised of individual counties.

Another reason for considering BEA areas is that they may be useful in EDA's growth center strategy. One of the central aspects of such a strategy is the question of how to link the economies of depressed rural areas to those of the faster-growing growth centers.

Study of such links among the counties that comprise a BEA area may be quite useful in assessing the probable impact of actual or planned projects to boost the economy of depressed areas. Studies cited in this paper have explored some of the specific ways in which the cores of urban areas are linked to rural hinterlands. More study is needed to assess the likely impact of various aspects of EDA's growth center policies on the depressed rural areas.

If there is no change in the current criteria for EDA's designated areas, the study of BEA areas may still provide useful information from which projections may be made bearing on essential aspects of the economic conditions of the designated counties. In the interest of developing more solidly based planning (i.e., OEDP's) both for EDA and the designated areas, such projections may be of value.

Title IX economic adjustment programs, for example, may benefit particularly from being able to estimate beforehand the likely effect of planned Federal Government actions on local economies. Moreover, the functional relationships which hold at the economic area level permit EDA and other decision-makers to evaluate more completely the total economic impacts attributable to a policy or investment decision.

An additional use of the BEA area concept for EDA in either of the two cases considered—with or without changes in current designation criteria—is that the BEA area framework is a useful one for developing indicators of distress and hardship other than low-income and high-unemployment levels. While current legislation governing EDA is expressed in terms of these two concepts, strategies designed to alleviate regional disparities in welfare could be enhanced by considering more broadly-based indicators of social welfare. Since BEA areas are really coherent economic entities, development of indicators of social and economic welfare should be based on these units. With these indicators EDA and others concerned with regional development could increase their awareness of broader consequences and underlying causes of economic distress subnationally and thus anticipate more fully the range of needs in depressed areas and plan more effectively for their alleviation.

Status: Completed February 5, 1976: Discussion of Relevance of BEA Areas to the Economic Development Administration, NTIS # PB 256 676, Price Code A03, 37 pp.

Project: AN ASSESSMENT OF THE RESEARCH PROGRAM OF THE ECONOMIC DEVELOPMENT ADMINISTRATION WITH REGARD TO REGIONAL ECONOMIC AND POPULATION SHIFTS

Performing Organization: The Academy for Contemporary Problems

Principal Investigator: Ralph R. Widner

Project No.: 99-7-13339 (OER-531-G-76-18)

Duration: August 1976 to October 1977

Amount: \$67,000

Monitoring Agency: EDA — Office of Economic Research

Subject: In recent years, the patterns of community and regional development have begun to change in a number of important ways from those perceived in the early days of the Area Redevelopment Administration and EDA programs. The purpose of this study is to help realign the EDA research program so that it can consider carefully what these emerging conditions may require in the way of a public sector response.

It appears now that, except for a few sections of the country, the great rural-to-urban migrations have come to an end. Whole metropolitan areas are losing both jobs and population. At the beginning of the EDA program, distressed counties were concentrated in the South, the Mountain West, Appalachia's coal fields and areas along the country's northern rim. Now parts of the South and Southwest have emerged as the Nation's major growth regions, and the energy-rich areas of Appalachia and the Rocky Mountain West are posting impressive improvements. It is the energy-deficient areas of the industrialized and urbanized Midwest and Northeast that now give signs of basic trouble.

While this is true, it is also the case that regions rich in resources are confronting problems associated with sudden, concentrated development where currently there exists inadequate government capacity to handle the possible rapid influx of population. In addition, the constraints involved with sheer crowding of the environment, with near-capacity water usage in many areas, with the maintenance of ambient air standards and concern about pollution generally, may well limit the areas in which future development can take place and increase the need for a more comprehensive national growth policy.

Specifically, the Academy for Contemporary Problems will produce:

- A survey paper on the changing economic development problems of the Nation and its regions;
- An evaluation of the implications of these shifts for Federal economic development assistance policy;
- An inventory of the basic research questions that should be satisfied to assist policy decisions in connection with these altered conditions;

- An evaluation of EDA-supported research against the backdrop of these research questions; and
- An identification of the gaps in research that should be filled to aid decisions about the future course of Federal economic development assistance.

Status: In process.

Project: AN ASSESSMENT OF EDA'S INTERN AND VISITING SCHOLAR PROGRAMS

Performing Organization: Lazar Institute

Principal Investigator: Raymond H. Milkman

Project No.: 99-7-13331 (OER-523-G-76-12)

Duration: May to December 1976

Amount: \$25,758

Monitoring Agency: EDA — Office of Economic Research

Subject: By incorporating the best features of other existing Federal visiting scholar and intern programs, the study produced by this project developed alternative program structures for EDA's use in designing its visiting scholar and intern programs. In addition, the study determined the extent to which EDA could combine efforts with other public service intern and scholar programs and thereby gain leverage with its limited funding. The existing internship program was found to have merit but was in need of special attention due to the proportion of the Office of Economic Research budget devoted to the activity.

Status: The study is being used by EDA.

Project: A REVIEW AND ANALYSIS OF THE 1971 EDA-FINANCED INDUSTRIAL LOCATION SURVEY

Performing Organization: Yale University

Principal Investigator: Sharon Oster

Project No.: 99-7-13328 (PF-520)

Duration: April and May 1976

Amount: \$2,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This project was designed to determine how the 1971 EDA-financed Industrial Location Determinants Survey might be updated and improved. The Survey was a statistical summary of manufacturing firms' locational preferences for 1971-1975.

Status: The products of this research are two written reports evaluating the Survey and outlining possible revisions for future surveys: (1) The Reliability of Industrial Location Surveys, NTIS # PB 257 015, Price Code A02, 19 pp.; (2) A Review of the 1971 EDA Location Survey, NTIS # PB 257 661, Price Code A04, 55 pp.

Still available from NTIS and EDA: Industrial Location Determinants, 1971-1975, NTIS # COM-73-90016, Price Code A21 (papercopy), 480 pp. Also available on tape.

- Alternative techniques and procedures to enable decisionmakers in public and private economic development organizations to select approaches most suitable to their operations; and
- Recommendations on identifying additional needed research and demonstration projects in order to systematically improve the evaluation process.

This study should provide:

- An annotated bibliography showing the state-of-the-art of evaluation of economic development organizations;
- A list of evaluative criteria; and
- An identification of proven evaluation techniques and practices.

Status: In process; final report due in 1978.

Project: DEVELOPMENT OF STANDARDS AND PROCEDURES FOR MEASURING THE EFFECTIVENESS OF ECONOMIC DEVELOPMENT PROGRAMS (RFP 6-36378)

Performing Organization: Lazar Management Group, Inc.

Principal Investigators: Raymond H. Milkman and Mary A. Toborg

Project No.: 99-7-13325 (PF-517)

Duration: October 1976 to June 1978

Amount: \$87,782

Monitoring Agency: EDA — Office of Economic Research

Subject: EDA's Office of Economic Research, with the support of the American Industrial Development Council Educational Foundation (AIDC/EF) and the National Association of State Development Agencies (NASDA), has identified a need for:

- A clearer understanding of the performances of various economic development organizations;
- A set of criteria which would assist in measuring the individual and collective impact of strategies mounted by various economic development organizations;

Project: TECHNICAL SUPPORT FOR THE EVALUATION PROJECT BEING CONDUCTED BY THE LAZAR INSTITUTE (RFP 6-36378)

Performing Organization: American Industrial Development Council Educational Foundation (AIDC/EF)

Principal Investigators: Richard Preston and Robert Sparks

Project No.: 99-7-13361 (OER-554-G-77-15)

Duration: December 1976 to August 1978

Amount: \$44,700

Monitoring Agency: EDA — Office of Economic Research

Subject: The purpose of this grant is to enable the AIDC/EF, in cooperation with the National Association of State Development Agencies (NASDA), to provide technical support to RFP 6-36378, "Development of Standards and Procedures for Measuring the Effectiveness of Economic Development Programs."

These organizations will:

- Provide a sounding board for concepts and principles which will be analyzed in the project;

- Provide criteria to judge the adequacy and effectiveness of the quarterly reports submitted by the contractor;
- Assist editorially in the preparation of reports by the contractor;
- Facilitate research by providing lists of key contacts for the contractor; and
- Assist in the dissemination of the final report.

Status: The project will be completed by late 1978. The technical advisory committee has met several times and has provided valuable information for this and potential future projects.

Project: PLANNING FOR THE INTERORGANIZATIONAL NETWORK OF A STATE ECONOMIC DEVELOPMENT COUNCIL

Performing Organization: Georgia Tech Research Institute

Principal Investigator: Robert E. Collier

Project No.: 99-7-13384 (OER-577-G-77-22)

Duration: March to December 1977

Amount: \$19,346

Monitoring Agency: EDA — Office of Economic Research

Subject: An effective communications network among agencies and organizations is often an essential prerequisite for the successful accomplishment of economic development programs. Little research-based knowledge is available to assist managers and administrators of development programs in the design, establishment and maintenance of adequate communication processes and procedures.

The Georgia Tech Research Institute will:

- Supply the Georgia Economic Development Council research data on which it can develop a plan for an interorganizational network of economic development programs and processes; and
- Provide information that EDA can use in determining if further research support on this topic is justified.

Status: This project is underway and will be completed in early 1978.

Project: ALTERNATIVE MODELS FOR INTEGRATING LOCAL DEVELOPMENT PLANNING AND DECISIONMAKING

Performing Organization: Georgia Planning Association, Inc.

Principal Investigator: Russell B. Caldwell

Project No.: 99-7-13383 (OER-576-G-77-21)

Duration: March to December 1977

Amount: \$23,955

Monitoring Agency: EDA — Office of Economic Research

Subject: The Georgia Planning Association will develop alternative models that can be used to integrate and coordinate the planning, development and decisionmaking activities of local governments with selected activities of other local agencies and organizations. These models will broaden local planning commissions' programs from a physical development focus to include economic and social development programs and projects.

Status: Work in progress; final report due in early 1978.

CROSS-REFERENCE

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Section XII

TRAINING PROGRAMS OF THE ECONOMIC DEVELOPMENT ADMINISTRATION

Project: A VISITING FELLOWSHIP IN REGIONAL ECONOMICS

Performing Organization: The Academy for Contemporary Problems

Principal Investigator: Gail Schwartz

Project No.: 99-7-13387 (OER-580-G-77-27)

Duration: May 1, 1977 to April 30, 1978

Amount: \$65,000

Monitoring Agencies: The Academy for Contemporary Problems; EDA — Office of Economic Research

Subject: This grant establishes with the Academy for Contemporary Problems a Visiting Fellowship in Urban and Regional Economic Development. The work to be conducted by the Fellow will center on the questions of strategic and operational development choices that will be available to the cities and States during the forthcoming decade.

The Academy for Contemporary Problems was established September 9, 1975, as a tax-exempt public foundation operated by:

- The Council of State Governments;
- The International City Management Association;
- The National Association of Counties;
- The National Conference of State Legislatures;
- The National League of Cities; and
- The U.S. Conference of Mayors.

The Academy seeks to mobilize research and problem-solving talent from throughout the U.S. and elsewhere to assist local, State and national leaders in their search for more effective approaches to critical problems in the American community.

Status: This fellowship extends to April 30, 1978.

Project: DISSERTATION COMPETITION IN THE FIELD OF REGIONAL SCIENCE

Performing Organization:

Regional Science Association

3718 Locust Walk

University of Pennsylvania

Philadelphia, Pennsylvania 19174

Monitoring Agency: EDA — Office of Economic Research

Subject: EDA has awarded a grant to the Regional Science Association (RSA) annually for the past five years to fund a Ph.D. dissertation competition in the field of regional science. The objectives of the competition, as evolved since the inception of the program, have been (1) to further the interest and concern of Ph.D. candidates in policy problems related to regional, urban, and environmental development, and (2) to encourage graduate students to choose dissertation topics in the field of regional science.

This competition is intended to provide widespread professional recognition for those students whose doctoral research is distinguished by its significance for development issues and problems of national concern and its analytic merits and contribution to the wide range of disciplines in the field of regional science.

The dissertation competition is sponsored and conducted by RSA.

Status: Entries will be accepted until October. Winning dissertations are announced in April each year.

Project: REGIONAL INTERNSHIP PROGRAMS
Monitoring Agency: EDA — Office of Economic Research

Subject: The primary objective of the three regional internship programs funded by EDA is to attract and facilitate the entry of talented young Americans into the field of economic development. A secondary, more immediate objective is to provide local government and community agencies with the necessary manpower and university resources to undertake economic development and community projects that would otherwise be left undone.

The following are the individual programs:

(1) Performing Organization: Educational Development Center (EDC)

The 1976-1977 program deployed 24 interns in 11 economic development agencies in six Northeastern States. Selected projects focused on the theme of "Balancing Economic Growth in the Northeast Region," including such pertinent topics as market strategies for products made by community development corporations, home conservation programs, and surveys of potential industrial markets.

(2) Performing Organizations: Western Interstate Commission for Higher Education (WICHE)

The 1976 program reverted to the original emphasis on economic development projects. It funded 40 interns throughout the West. Research projects included an industrial and occupational survey of

Fairbanks, Alaska; a recreational park development project in Tillamook County, Oregon; a development plan for Cascade County, Montana; and a Boards and Commission Study for the State of Nevada.

(3) Performing Organization: Midwestern Corporation for Resource Development (MCRD)

This program provides for the administration and support of 20 student interns throughout 13 Midwestern States. It is directed toward better utilization of human, social and economic resources. The primary emphasis for the 1977 program year was the further development of internship programs in each of the States.

Status: The regional internship programs will be continued and significantly expanded during fiscal year 1978. Over 350 interns will be selected and assigned by the above-cited regional organizations as well as by the Southern Growth Policies Board, which will reestablish the program in the Southern States. The internship programs are expected to be operational in all 50 States in 1978.

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Section XIII

OTHER STUDIES

**Project: THE ROLE OF ENTREPRENEURSHIP
IN ECONOMIC DEVELOPMENT AT THE
LESS-THAN-NATIONAL LEVEL**

Principal Investigator: Albert Shapero

Project No.: 99-7-13334 (PF-526)

Duration: July to September 1976

Amount: \$2,500

Monitoring Agency: EDA — Office of Economic Research

Subject: The paper developed in this project assembles and reviews selected material on entrepreneurship, particularly its role in the formation of new enterprises. The paper addresses itself to the company formation process and to issues involved with stimulating and supporting this process. The paper also presents an outline of needed research in the area of company formation and survival.

Status: Project completed and paper available: The Role of Entrepreneurship in Economic Development at the Less-Than-National Level, NTIS # PB 264 238, Price Code A05, 81 pp.

**Project: IMPACT ANALYSIS OF THE UNEMPLOYMENT INSURANCE TAX STRUCTURE
ON THE ECONOMY OF NEW YORK STATE**

Performing Organization: New York State Economic Development Board

Principal Investigator: Pamela J. Hayes

Project No.: 99-7-13378 (OER-571-G-77-17)

Duration: June to December 1977

Amount: \$6,720

Monitoring Agency: EDA — Office of Economic Research

Subject: The objective of this study is to develop the background material necessary to evaluate New York State's Unemployment Insurance (U.I.) structure, its current financial problems and its impact on

the growth and survival of business firms in the State. A team consisting of staff members of the Economic Development Board and graduate students at Rensselaer Polytechnic Institute will focus on such pertinent issues as:

- The relative size of the U.I. tax burden relative to other forms of business taxes;
- The size of the U.I. tax burden relative to those of other States;
- The U.I. tax structure as a policy tool within the State;
- The economic impacts of U.I. tax fund deficits and the case for maintaining fund solvency;
- The experience-rated tax structure as an employment stabilizer, by industry;
- The special case of the seasonal industry and its need for U.I. subsidization; and
- The impact of the U.I. tax structure on the economy of the State.

Status: The work components will be completed by August 1977. The final report and recommendations will be available in early 1978.

**Project: THE KELSO "TWO FACTOR THEORY"
AND EMPLOYEE STOCK OPTION PROGRAMS (ESOP'S)**

Principal Investigator: Monroe Newman

Project No.: 99-7-13333 (PF-525)

Duration: April to July 1976

Amount: \$2,000

Monitoring Agency: EDA — Office of Economic Research

Subject: Expanded employee ownership of firms has become an important issue for both the public

and private sectors. There is an increasing use of Employee Stock Option Programs (ESOP's), a special type of tax-exempt stock distribution program developed by Louis O. Kelso.

This paper examines the conceptual underpinnings of Louis O. Kelso's theories. This examination is divided into three separate topics:

- The institutional arrangements that can lead to a wider dispersion of capital ownership;
- The social value judgments about the purpose of economic activity, desirable levels of consumption, and the means and desirability of income redistribution; and
- Kelso's analysis of modern capitalism.

Status: Report available from NTIS: Comments on Kelso's "Two Factor Theory" and Employee Stock Option Programs (ESOP's), NTIS # PB 270 095, Price Code A03, 30 pp.

Project: FEASIBILITY STUDY OF A SOUTHWEST CENTER FOR ECONOMIC AND COMMUNITY DEVELOPMENT

Performing Organization: University of Texas at Dallas

Principal Investigator: Bernard Weinstein

Project No.: 99-7-13365 (OER-558-G-77-8)

Duration: January to April 1977

Amount: \$10,000

Monitoring Agency: EDA — Office of Economic Research

Subject: This project has enabled the University of Texas at Dallas to study the feasibility of establishing a Southwestern study center for economic and community development. The final report analyzes the mission of such an organization, its relationship to the public and private sectors, its financing, and its proposed organizational structure.

This project was jointly financed by EDA, the University of Texas and the private sector from the Southwest.

Status: Report available from NTIS: The Feasibility of Establishing the Southwest Center for Economic and Community Development, NTIS # PB 268 228, Price Code A03, 49 pp.

Project:

(1) THE PUERTO RICO INDUSTRIAL SECTOR

(2) FEDERAL PROGRAM POLICIES AND PUERTO RICO

Performing Organization: Institute of International Law and Economic Development (IILED)

Project No.:

(1) 99-7-13405 (OER-593-G-77-37)

(2) 99-7-13404 (OER-592-G-77-36)

Duration: October 1977 to June 1978

Amounts:

(1) \$179,505

(2) \$ 44,600

Monitoring Agencies: EDA — Office of Economic Research; Domestic and International Business Administration (DIBA)—Bureau of International Economic Policy and Research

Subject: The Department of Commerce has been assigned by President Carter to serve as the lead agency in the establishment and conduct of an inter-agency group study of the economic situation of Puerto Rico. Within the Department, responsibility has been assigned to the Assistant Secretary of Policy Development, whose staff has selected the grantee, structured the subject studies, and transferred to EDA funds for their finance.

Status: In process.

Project: BALANCED GROWTH: DEFINITIONS AND ALTERNATIVES

Principal Investigator: William Alonso

Project No.: 99-7-13395 (PF-568)

Duration: September 1977 to January 1978

Amount: \$10,000

Monitoring Agency: EDA — Office of Economic Research

Subject: William Alonso discusses the issues involved in a policy of balanced national development, especially as they deal with territorial issues. The discussion touches on the objectives to be served, on issues of conflicts, on who is to participate in decisions, and on some important current changes in the population and the economy.

Status: Report available from Office of Economic Research: The Purposes of Balanced Growth.

Project: TOURISM IN THE UNITED STATES

Performing Organization: Leisure Systems, Inc.

Principal Investigator: Elliot Lewis

Project No. : 99-7-13304 (PF-496)

Duration: September 1975 to January 1976

Amount: \$2,500

Monitoring Agency: EDA — Office of Economic
Research

Subject: The monograph from this project indicates that the economics of the tourism industry are widely misunderstood. The report identifies the needs for market data, for more professionally-trained personnel, and for the establishment of a national tourism policy.

Status: Report received January 1976: Tourism in the United States—Potentials and Problems, NTIS # PB 259 546, Price Code A03, 26 pp.

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